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REPORT OF THE COMMISSION

APPOINTED BY THE GOVERNMENT OF BENGAL

TO ENQUIRE INTO

THE EXCISE OF COUNTRY SPIRIT IN BENGAL.

1883-84.

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VOL. II.

EVIDENCE OF WITNESSES.

Calcutta:
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1884.

ERRATA.

Page 8, line 10, *for* "framed" *read* "farmed."
„ 63, „ 55, *for* "districts" *read* "distilleries."
„ 73, „ 13, *read* "average of 1861-66 only."
„ 74, „ 2 of para. 13, *for* "consumption owing" ... umption. Owing" &c.
„ 74, „ 3 of para. 13, *for* "unusual. Nine" ... ual, nine" &c.
„ 82, „ 1, *for* "Malay" *read* "Nanak."

SYNOPSIS.

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EVIDENCE OF WITNESSES IN THE PATNA DIVISION.

DISTRICT PATNA.

Statement of F. M. Halliday, Esq., Commissioner of the Patna Division.

I HAVE had experience of the working of the sudder distillery and outstill systems throughout the districts of this Division.

There can be no question that drinking to some extent has increased in this Division during the last ten years, as the transactions of the Excise Department prove; but I believe the increase is not more than proportionate with the following causes, viz. increase of population in that period, improved circumstances of the people, and the comparative cheapness of the liquor obtainable at outstills. It must, however, be remembered that much of the increase of consumption now apparent under the present system is in fact a nominal increase, and the same consumption to that extent really went on under the distillery system, though it did not come to light in the transactions of the sudder distillery. One hears a good deal of the argument that since there has been a considerable increase in the revenue from country spirits of late years, there must have been a proportionate increase in the consumption of country liquor. The idea is, I think, fallacious. The revenue derived from country spirits under the sudder distillery system did not correctly indicate the amount of drinking which prevailed under that system. Any one with practical experience of the working of the distillery system knows that a large quantity of liquor passed into consumption without payment of any duty, and, similarly, a large quantity passed out with a much lower duty than that correctly leviable.

It may be urged that we have not sufficient figures to show for such an assertion; and we have not: but the fact, notwithstanding, was notorious to every Collector that facilities inherent in the sudder distillery system, and which could not from the very nature of its organization be successfully contested against, existed at nearly every distillery for the practice of fraud both in the record of the quantity of spirits issued and the revenue recoverable thereon by Government. The extent of the fraud practised varied in degree as the site of the distillery was in or near the head-quarters of the district or remote from it. If it be urged that had such illicit consumption really existed to such an extent there would have been a far greater number of cases of detection thereof than there were, I would reply that we had not the detective agency sufficient on the one side to compete on the other side with the distillers themselves, and the Government establishments at the distilleries leagued together to defraud. Now, under the present outstill system, we have, as has been so often noticed before, the distillers themselves acting as a detective agency in their own interests, and our own special excise agency besides on a much more complete and efficient basis than I ever remember to have existed under the sudder distillery plan. It need scarcely be a matter of surprise that statistics proving the extent of illicit consumption under the old system are not available. As has been already remarked in the Annual Excise Reports from this Office, under the old system a part of the profits to which Government is entitled was intercepted by the manufacturers and vendors and the subordinate excise-officers, and no means could be devised to check the practice. Under the outstill system the whole of the profits are divided between Government and the manufacturers and vendors.

I have previously, in the course of the several annual Excise Reports which I have submitted for this Division, expressed my opinion that the extension of the outstill system has not affected the drinking habits of the well-to-do or educated classes, but that the drinking habits of the labouring classes have increased in consequence of the cheapness of the outstill liquor. I still adhere to that opinion, and I think the opponents of the outstill system do not sufficiently bear in mind the important facts that a large quantity of illicit liquor, which was consumed in secret, has been displaced by licit liquor, and increase of consumption means increase of licit sales. I would repeat here, what I have before recorded, that it is a hasty assumption which accepts as conclusive that because circumstances have given facilities to the *drinking* capacity of the people, therefore the vice of *drunkenness* must have increased in the same proportion. I may mention, what was a well known fact, that among the "Lallah" caste it was customary for those who could afford it to have private stills in their houses, where liquor of any strength could be distilled so long as hush-money was properly expended. It was not, then, particularly to the interest of vendors to interfere on their own account when the subordinate excise-officers had been "squared" by the owners of private stills. Vendors had enough to do to keep their own frauds and smuggling "squared" with the distillery-officers, and *vice versâ*. Now, under the outstill system it is not worth the trouble and risk for these same "Lallahs" to keep up their stills; they can get their liquor much more easily and with no trouble from the outstill vendors, and they do so. Here we have a large class of people of the "educated" class, who drank before in secret just as much, perhaps more than they do now, swelling the number of *public* consumers, and the outstill system is credited with creating the tendency to drink.

Patna

I have not been able to discover that people belonging to classes which did not drink while the sudder distillery system was in force have now acquired the habit of drinking; and with regard to the retail prices of liquor under the different systems, it would seem that spirits are now sold at nearly half the price of that under the sudder distillery system.

The last five years, as is well known, have been on the whole prosperous in this Division, and I am strongly of opinion that prosperity has affected the consumption of liquor. Whatever may be said to the contrary—and I believe there are people who are committed to a contrary view—prosperous and adverse circumstances have much to do with the increase or decrease of consumption of country liquor. The common answer by a person of what may be called the drinking classes, if questioned as to the extent of his consumption of liquor in a time of scarcity or high prices of food, is—" How can I afford to pay for a drink in these hard times?"

It is a sufficient fact that the settlement of country-liquor shops for 1884-85, recently completed in the several districts of this Division, shows a considerable decrease in the revenue, and this decrease is everywhere ascribed to the high prices prevalent of food-grains.

Several holders of outstills relinquished their licenses in Gya because of the falling off in their sales owing to partial scarcity of the crops.

As to the question of the degree of strength of the liquor under the old and the present systems, there is a difference of opinion. I have had most contradictory statements made to me. I do not myself think that the liquor formerly *consumed* by the people was stronger than it is now, though that *issued* from the sudder distilleries was as a general rule stronger than what is now generally distilled. The liquor manufactured in the distilleries lost much of its strength on its way to the shops. The liquor distilled in the outstills is not, I believe, more injurious to health than that which used to be distilled in sudder distilleries. I am informed that vendors would lose their custom if they resorted to such tricks as using dhatura or any poisonous substances, and I doubt whether any practice of the kind exists generally.

Pachwai is not consumed in this part of the country; the consumption of tari has not diminished by the introduction of the outstill system, judging from the figures of the revenue therefrom, which are given in the margin.* As a matter of fact, I believe I am correct in saying that people here get more drunk with tari than with country liquor. At this time of the year, when tari is plentiful, people prefer it to the outstill liquor, and the vendors of the latter complain of the falling off in their sales.

	Rs.
* 1872-73	3,86,235
1873-74	4,03,694
1874-75	3,90,493
1875-76	3,86,779
1876-77	4,00,316
1877-78	3,99,256
1878-79	4 01,449
1879-80	3,82,475
1880-81	3,84,595
1881-82	4,05,215
1882-83	3,93,164

As regards the illicit distillation of spirits before the introduction of the outstill system, I have already spoken above, but I may add that I think illicit distillation *for sale* has totally disappeared under the outstill system; but whether distillation for private consumption has so disappeared is more than we can tell. It is the case, as I have mentioned above, that zemindars and other people of the richer classes get liquor manufactured at the outstills from materials supplied by them to the vendors. They do not drink the common liquor usually distilled. The outstills in fact exist for the lower orders of people. Liquor can be obtained from outstills, as is well known, during the hours at which they are closed under the law and rules; but I learn that it can be obtained only by a very few approved customers, in whom the vendors have confidence. These outstill-holders very rarely sell on credit: their rule is cash payment, which is seldom broken. I am not aware that the material prosperity of any particular class has been injuriously affected by the habit of drinking, and I cannot say that I think drinking is carried on to a deleterious extent, or that it demoralizes the people of this Division as a whole. I would point to this part of the country, which may be thought remarkable for the large consumption of liquor, as containing inhabitants whose physical superiority over those of other parts of Bengal is unquestionable.

On this point my opinions and those of the Collectors in this Division are fully expressed in the annual Excise Reports to the Board; and I would merely draw particular attention to the remarks of Mr. Worsley, the Collector of Mozufferpore, which have been cited in the annual report of the Board of Revenue for the year 1880-81, paragraph 56.

Mr. Worsley took some pains to collect figures to show the consumption of country spirits in his district, and he shows that the consumption would give an average of a gallon (six bottles) per head per annum. This certainly suggests no cause for alarm; and even supposing we doubled the above given average, the result would still not be suggestive of the mournful conclusions to which sentimental theorists have given expression recently. The people of Behar require some stimulating drink, and spirituous liquor has been brought within easier reach of the people, yet increase of drunkenness has not been proportional, or nearly proportional, to the increased consumption.

To make any suggestion for limiting the consumption of country spirits and remedying an evil that seems at present to exist is very difficult.

It need hardly be said that if you lay too great restriction on the sale of country spirits illicit distillation is sure to be resorted to: consequently, without diminishing consumption, you diminish the Government revenue. I certainly think the outstill the best system that can be adopted. It gives a decided check to illicit distillation and enormous illicit consumption, of which no count could be kept; it obviates what was really an inherent part of the sudder distillery system, the demoralization of the excise-officers of the establishments; and it secures to Government the proper revenue which our excise system is intended to raise. Any return to the sudder distillery system will, I am convinced, be a mistake. As to limiting the

consumption of liquor by a system of fixing the capacity of stills, which, I understand, is a plan that is favourably received by the Commission, I would say that by making the capacity to vary according to the upset price, you imply that liquor must be manufactured to the extent of the demand in the locality, the upset price depending on the demand which exists within the area embraced by the shop or still.

It must be remembered that the manufacturers and dealers know nearly the exact number of customers which each shop has, and they regulate their bidding price to Government accordingly. So far as I understand the plan proposed, you come back to the same thing, and you establish a distinction without a difference, while there is in reality no greater restriction on the consumption.

I am not at this moment prepared to suggest any very substantial improvements in the present outstill system, though I think that in matters of detail, both in the settlements, in the selection of sites of liquor-shops, in defining and establishing two different kinds of shops where liquor may be and may not be drunk on the premises, in regulating even more strictly than now the number of shops to be licensed,—these are lines on which improvements may be effected.

I strongly deprecate the granting of any control over the manufacture and sale of country spirits, or control in any shape, to any local bodies. Such bodies will have quite enough to do for some time to come with their own affairs in justification of their existence. I believe it has been suggested that as regards the large municipalities outstills should be placed outside the municipal limits, and the shops for the vend of liquor inside. I do not quite comprehend the force of the suggestion. It is the shops to which the people resort; in many cases the shop and the outstill are one, but where otherwise, the fact of the outstill being outside municipal limits will have no bearing on the consumption of liquor within such limits, and I cannot see that the plan will have any advantage in avoiding possible friction with the municipalities constituted under the new Act.

I have given some consideration to the proposition to establish sudder distilleries at towns like Patna. It is true that for some years after the closing of the Begumpore distillery the outstills which took its place gave less revenue, until last year, when the revenue rose again and exceeded that obtained in some years of the sudder distillery system. Taking the last few years, then, the financial success of the outstill system in the city excise area is not apparent. The reason, no doubt, has been that the trade has got into the hands of a combination of dealers, who have managed to make favourable terms for themselves. The transactions of the last year showed, however, that such a combination could be successfully met with regard to financial results. The settlement of the present year cannot be taken as a further criterion for exceptional reasons of high prices and failure of crops; but I think that the outstill system for towns should not be condemned without a further trial,—that is to say, if we have nothing better to introduce than the sudder distillery system. We know what the evils of that system have been, and the almost impossibility of checking them. By reintroducing the system even in towns what is the gain? It is possible the Government revenue may be augmented and pronounced safe; but the cardinal reform which I understand is the aim and object of the Commission's labours, the reduction and limitation of the consumption of country spirits, will, I venture to say, be as far off as ever. Our registers and records of the distillery will again give us the same fallacious returns of revenue, distillation, and consumption, which if we are to accept will no doubt have for the general public all the appearance of reform, and will soothe the present sentimental outcry against the outstill system; but assuredly the radical evils of the old system will still remain, and the supposed evils of the present system against which persons now protest, such as the demoralizing extent of the consumption of liquor, the existence of drunkenness to an inordinate degree, if they be facts, will be facts still, but only hidden away under cover of secret and illicit distillation and consumption.

The habit of drinking is an inevitable social evil possibly, but it is surely better to have full knowledge of the open extent of such evil, to be able to meet it as best we can, than to have it working in secret, while we complacently comfort ourselves with the idea of its non-existence on the faith of our sudder distillery transactions.

Statement of C. T. Metcalfe, Esq., Additional Commissioner.

I HAVE been officially connected with this district since 1879 to 1884 as Collector, and from 1874 to 1876 as Officiating Commissioner.

My experience has been as a Collector both of the sudder distillery and outstill systems.

The habit of drinking has extended to all classes. The quantity drunk is larger owing to the cheaper price at which it is now sold. Persons who previously were satisfied with a dram are now able to afford a bottle or two.

Among the labouring and artizan classes drinking has increased to a deplorable extent. I have not noticed any cases among school-boys, but my experience is that domestic servants, day-labourers, and women drink to an extent I never noticed before under the distillery system. Under the outstill system the habit of drinking is forcibly brought home by instances such as these. My coachman has tumbled off his box drunk. If I want a mochee to mend the harness, I have to arrange that he shall be sober the night before. A workman

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now drinks his bottle of spirit as regularly as he eats his food, and quarrels have become frequent from a man arriving at home having spent all his earnings in drink. I can speak from personal observation that there are more drunkards in and about this city than I ever observed before. I have had to issue frequent orders to the police about the drunkards who at night used to pass in front of the gate of my house and shout, sing, and abuse each other on their way to Dinapore. Again, I may mention the following incidents as evidences of the grounds on which I base my opinion that there are more drunkards now-a-days than I ever remember to have seen in the days of the sudder distillery system.

I have seen a man roll off an ekka driving along the street and lie dead-drunk in the middle of the road. This happened in front of the Bankipore post-office. I have met as many as five drunken men in a drive of 7 miles, and seen on the same day a sixth man lying senselessly drunk. My syces removed him to the side of the road for safety.

Here is another incident. I was at Futwa on tour: a man came into my camp with a wound on his head, which had been cut open by a police constable with whom he had been drinking. That same evening I was out riding, and witnessed a regular fight with *lattees* going on in a village. On seeing me coming the lookers-on dispersed, but three of the fighters were too drunk to run away.

The Inspector at Dinapore called my attention to the enormous increase of drunkenness at Khagoul. To satisfy myself I went to Khagoul and had my tent pitched close to the road. I remained there three days. There was an outstill distant about half a mile. Certainly 50 men every night passed my camp more or less intoxicated, chiefly belonging to the railway lines, coolies employed in loading and unloading wagons, servants of the railway-drivers—cooks, massalchies, and that class. This outstill was noted for the quality of its spirit, and I satisfied myself that the police information was correct that men came all the way from Dinapore five miles off to have a drink.

I have no hesitation in saying that drinking *here* has increased.

People who did not drink before have now, I fear, acquired the habit of drinking. Whether the class of Brahmins, mooktears, and hangers-on at courts formerly drank in their houses, I cannot say: now they openly do. At the outstill west of my house ticca gharies may be seen waiting, whilst the riders are sitting under the trees on the roadside eating and drinking openly. I have seen both men and women drinking—persons nicely dressed, in clean apparel, and certainly of the better classes.

The Brahmins, who worship Durga or Shib, now find in their scriptures sanction to the use of spirits. Water from the hands of a Dosadh takes away caste, but not so spirit, which has been purified by the deity. Mahomedans, again, whose religion forbids drinking, no longer are the true sons of Rechab, and drink openly.

The increase of drunkenness has been due to the strength of the liquor distilled and the cheap price at which it is sold, as also to the facilities offered to wayfarers and to labourers by the location of shops on roadsides and near factories and ghâts.

The district has been on the whole prosperous. Harvests have been fairly good and money plentiful among the working classes.

The cheapness of strong spirit has more to do with the consumption of liquor than the plausible assignment of cause, convenient alike for accounting for an increased sale of stamps as well as for increase of drunkenness,—cheapness of grain and general prosperity.

The following is a comparative statement of prices under the sudder distillery and outstill systems:—

Description of Spirit.	Sudder Retail Price.	Outstill Retail Price.
	Rs. A. P.	Rs. A. P.
Khassia	0 4 0	0 2 0
Dobara	0 2 0	0 1 6
Solaseri	0 6 0	0 4 0
Charseri	0 3 0	0 2 0

The liquor distilled under the outstill system is, I believe, stronger than under the sudder distillery system.

The distillers manufacture spirit to meet the particular taste of their customers. To make really strong spirit requires time, and the process is expensive in a district like Patna, where firewood is scarce and dear; so to make good, strong liquor the following substances are used:—

Kakmari—Aninirta cocculus.
Kuchila—Strychnos nux-vomica.
Dukra.
Dhatura—Fastuosa.

The process of extracting the strength of these plants differs, depending upon the substance, whether chemically volatile or non-volatile. Of some the seed is crushed and powder added to the spirit, others are macerated and mixed with sugar during the process of fermentation, others again are mixed with the wort and distilled. Some harmless substances, too, are used, such as bael-fruit, carrots, currants, pomegranates, dates, oranges, roses, and muliya.

Pachwai is not used in this district. Tari is largely consumed; its consumption has not been affected by the sale of cheap spirits.

Illicit distillation was practised during the sudder distillery system, as shown by cases which were brought to light by Kazi Mahammad Kabir Darogah. I believe it is no longer carried on in this district.

The practice of getting liquor manufactured at the outstills from materials supplied by the zemindars and other people of richer classes is common, the only materials supplied are bael, carrots, currants, pomegranates, roses, dates, &c., to give the spirit special flavour.

I can give no distinct reply on the effect of the outstill system among the upper classes, but cheap European brandies, port wine, cherry brandy, and champagne are largely consumed by them. At Behar I discovered Pilsener's beer being sold as champagne at Rs. 20 a dozen.

The police deny that liquor can be obtained from outstills after the authorized hours. My own impression is that these rules are often evaded at outstills at a distance from thanas.

Spirits are frequently sold on credit, and ornaments are undoubtedly taken in exchange for liquor.

The better class of people, not the higher classes, seem to me to have lost all shame of being seen drinking at an outstill. I have seen very respectable-looking men drinking at these spirit-shops. Among the lower orders I am told that the offence of adultery is now much more common, and the police reports show that culpable homicides and violent assaults on the person occur frequently at the outstills when men are under the influence of drink. There is also a remarkable increase in the offence of house-breaking, due, it is said, to bad characters meeting at these outstills and committing these burglaries in conjunction with each other.

Domestic servants as a class have much deteriorated of late years.

The difficulty of suggesting any system free from objections is great, owing to the insatiable craving of the public now for drink. If we return to the old sudder distillery system we shall certainly encourage illicit distillation as well as fill the pockets of the distillery-officers at the expense of the Government; on the other hand, the outstill system should not be continued on its present footing. It seems to me that no *cheap* system can be devised, and that there is really no middle course between the English system (intact) and the free outstill system. I believe it would be best for Government and for the consumers to encourage distilleries conducted by skilled distillers on the basis of the Shaharanpore rum-distilleries (not a return to the sudder distilleries, where spirit of every description of strength was distilled and passed out for consumption unpurified of essential oil), where the strength of the spirit should be tested by responsible, well-paid Deputy Collectors, and not left to impecunious darogahs on Rs. 10 a month. I would then sell by auction the leases of the spirit-shops, the number and position of which should be fixed, as at present, by the revenue-officers. These shops would necessarily draw their supply of liquor from the nearest distilleries. The Government must look to the police to suppress illicit distillation. The spirit at present distilled contains more or less essential oil, which is of itself injurious to the consumers. Such deleterious liquor would disappear under the system suggested, and gradually a system would be introduced over which the executive would have some control. I do not think this system could be made applicable to every part of Bengal. I am writing with reference to Behar, and am not concerned with a system for the Sonthal Pergunnahs and Chota Nagpore.

Statement of Moulvi Abdul Jubber, Excise Deputy Collector.

I HAVE been Excise Deputy Collector in this district for more than five years; before that I was in Behar districts as Deputy Collector and Deputy Magistrate since 1868. In Pubna I was Excise Deputy Collector in 1864.

I have some experience of the working of both the sudder distillery and outstill systems.

Both drinking and drunkenness have gradually increased. I mean to say that there has been a very slight increase in the number of people drinking, but very much greater increase in the number of those who get drunk. Considering that the number of shops has decreased, I do not find now a greater number frequenting each shop than I used to see four or five years ago, while, on the other hand, the consumption has increased.

The increase has taken place certainly among the classes of people who used to drink, that is to say, Chamars, Dosadhs, Doms, Gwallas, Kayasths, Kurmis, Mahomedans of the lowest order, &c. All people of these classes drank before, and all drink now. These remarks apply only to country spirits, not to imported liquor and tari.

Drinking of country spirit has not extended to school-boys of any rank. There has been a slight increase of drinking among domestic servants.

The causes of the increase of consumption are—

(1) The prosperous condition of the labouring classes in the last five years owing to cheapness of food-grains.

(2) Comparative cheapness of liquor sold in outstills.

(3) Gradual disappearance of prejudices against intoxicating liquor.

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The prices of sudder distillery liquor varied from six pice to eight annas per quart bottle, and those of the outstill liquor vary from three pice to eight annas. The bottle now sold for three pice is of the same alcoholic strength as the one sold for six pice under the sudder distillery system, and that sold for one anna now is of the same strength as the one used to be sold for 6 pice or two annas. As we go higher the difference is slighter.

When I say that the liquor now sold for three pice is of the same strength as the one sold for six pice under the sudder distillery system, I refer to intoxicating effect, *i.e.*, the liquor fresh from the still has more intoxicating effect than liquor brought from a distance from the sudder distillery.

I do not think that the value of pure liquor distilled in outstills is now less than that manufactured in the sudder distillery, except in so far as it has been affected by a decrease in the cost of materials.

In 1878-79 mohwa used to be sold 17½ seers a rupee, while it is now selling nearly one maund a rupee. The price of mohwa was exceptionally high in 1878-79.

I heard, especially from police-officers, that liquor is drugged with dhatura, but my enquiries failed to trace anything of the kind. The impression left on my mind is that no such article is used in the city outstills. Moreover, we sent to the Chemical Examiner some bottles of liquor supposed to contain some deleterious drugs, but his examination proved that there was no such thing in them.

Since the introduction of the outstill system the consumption of tari has in my opinion considerably decreased. I have often heard the passees complaining of the loss of customers, who, they say, have given up tari and taken to country spirits. It is the interest of passees to make me believe that their customers are falling off; but in this case I am satisfied, from enquiries made, that they have grounds of complaint.

The tari season corresponds nearly with April, May, and June. It has never occurred to me to enquire whether the consumption of country spirits is more or less than the average during the tari season.

Among the people who have been in the habit of drinking both tari and country spirits, the comparative cheapness of the latter has led many to drink country spirits more than tari.

In this district illicit distillation was not very general, but there were cases reported here and there.

My impression is that there is a slight increase of drunkenness in the city, but in the interior the increase has been greater.

For Patna, Barh, Behar, and Dinapore I would make the following propositions:—

I would put to auction the stills in a public distillery, permitting each still to supply a shop, to be named in the notice for sale. The holders of stills should distil in the distillery and remove the liquor to the shops under passes. No account of the materials is to be kept by the officer of Government, whether such materials are kept within the distillery or brought from the bazar.

I would propose the levy of a distillery fee sufficient to meet the costs of establishments and repairs of the building.

In the interior of the district I would put a limit to the size of the stills, and have a strong establishment to check the practice of distilling liquor during forbidden hours.

I would make no change in the present hours of closing shops. The closure of shops at sunset will in my opinion have the effect of compelling the day-labourers to leave their work earlier.

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In the Patna City and all large towns the distillation of country spirit I proposed should take place within an enclosed ground, which is to be in charge of a darogah, and that all liquor taken to shops for sale is removed under passes granted by that officer.

I would put to auction the stills in the distillery, permitting each still to supply two shops, to be named in the notice of sale.

I would levy such a fee on every gallon of liquor as would be sufficient to cover the costs of the establishment and of the repairs of the buildings.

It will not be necessary to put any restriction as regards the size of the stills, but the shops to be supplied by any still should be put up to auction at upset prices, to be previously determined with reference to their locality and the average license fees paid during the three preceding years.

It would be impossible to fix a limit as to the number of jars used in fermenting materials. Not only different materials occupy different periods in fermentation, but the process of fermentation is affected by the season.

I am of opinion that if we attempt to impose any restrictions upon the number and size of jars and the quantity of materials to be used, the outstill system, one of the principal objects of which is to check illicit manufacture and consumption of liquor, will be a failure. The outstill-holders will themselves find it profitable to assist in the distillation from materials fermented elsewhere than within the premises of their outstills. They will try to distil for private individuals out of the materials introduced by the latter. Mohwa is used in feeding cattle, and we cannot prevent its fermentation in private places. I enclose herewith a memorandum drawn up by the First Excise Inspector of Patna.

Memorandum drawn up by the First Excise Inspector of Patna, referred to in the last paragraph of Moulvi Abdool Jubber's Supplemental Statement. Patna.

OBJECTIONS TO THE RESTRICTION OF FERMENTING JARS IN OUTSTILLS.

1. THE jars in use at present are of a capacity to hold half a maund of the materials. The contents of two jars as a rule are used for one distillation. If the number to be kept at an outstill were limited, the outstillers will most likely have recourse to making them bigger, perhaps double in capacity, so that the contents of a single jar may suffice for one distillation. To prevent this the capacity of the jars will have to be limited, which will be most difficult to check, for the jars, as a rule, are either wholly or half buried in the ground, so that if their depth could easily be judged by a rod, their diameter will be difficult to find out when those jars are filled up.

2. The outstillers will to a great extent be thrown on the mercy of the inspecting officers, who, whenever they want to harass, may insist on the jars being emptied in order to ascertain their exact capacity, and thereby do injury to the materials when in a state of fermentation and cause vexation to the outstillers. Such harassments are much to be feared from the subordinates of the Police Department.

3. The process of fermentation is dilatory in the cold season, and rapid in summer. Again, mohwa ferments quicker than mohwa and choa. Choa or goor and mohwa are never used according to any fixed proportion, which is regulated according to the cheapness of the articles in the bazar,—that is, the cheaper any of these articles, the greater their proportion. But when the proportion of mohwa to choa is greater, the time taken in fermentation is longer. Goor or choa used alone in winter takes a fortnight to ferment, while in summer it takes a week. Mohwa takes a week in winter, while three to four days in summer. From these facts it appears necessary that the number of jars required for the cold season will be more than that in the hot months. It will therefore be difficult to regulate their number according to the requirements of each outstill, taking into consideration the cold and hot months and the bazar rates.

4. People ferment these articles for manuring gardens, and also for the food of their cattle. If an outstiller chose to ferment the materials at other people's houses on the above pretext, detection and conviction would be impracticable, and this would give an inducement to illicit distillation in private houses.

Statement of Baboo Doomri Lall, First Excise Inspector.

I AM an inhabitant of Sarun. I have been Excise Inspector in this Division since 1st April last, before which I was in the Irrigation Department for about three years in Gya.

I had no experience of the sudder distillery system. My experience of outstill system even is confined to the few months I have been Excise Inspector.

It is a common practice here for well-to-do people to get large quantities of liquor from outstills on marriage or other festive occasions in two ways, viz. (1) by supplying materials and paying for labour and fuel, proportionate license fee, and small profit (this is called mashooti form), and (2) by paying the cost of material, fuel, labour, proportional license fee, and small profit (this form is called khari). The liquor in both cases is removed by six bottles at a time.

As to drugging of liquor, I can say nothing from personal observation.

The generality of people drink the weakest sort of liquor, and they prefer to take the same in a warm state.

Statement of Roy Brahma Dutt, Second Excise Inspector of the Patna Division.

HAVING been for a long time in the Excise Department, I have had some experience of the working of both the sudder distillery and outstill systems, which is briefly narrated below.

A sudder distillery is a place surrounded by a wall with only one entrance provided by Government for distillation of country spirit by licensed distillers under certain conditions and restrictions, and under the surveillance of an excise-officer, who with his establishment resides on the premises provided for him within the distillery enclosure. This officer has, under a set of rules laid down by the Board of Revenue for his guidance, to measure, gauge, and store the spirit manufactured, and keep an account of its manufacture, sale, and balance in store, together with the duty and distillery fees chargeable and actually levied upon it according to their respective rates per gallon fixed by Government. The spirit is not sold to the public at the distillery premises, but under certain restrictions it is supplied to them through the medium of retail licensed shops opened by the distillers themselves or other retail vendors, for each of which a monthly fee is taken in addition to duty and distillery fees. The spirit is removed from the distillery to a retail shop under a pass granted by the excise-officer in charge of the distillery, the duty and license fees are credited to excise revenue, and the distillery fees meet the cost of the establishment attached to the distillery and the repairs of the distillery buildings. This system of levying the excise revenue is called the *sudder distillery or fixed-duty system.*

An outstill is a place both for distillation and vend of country spirit by a licensed vendor, but is not provided by Government, nor is the outstill liquor distilled under the eye of an excise-officer. It is set up and worked by a distiller under certain restrictions contained in his license, which is granted by the Collector for its establishment

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on the payment of a certain monthly tax, which was formerly fixed by the Collector having regard to the character of the locality and the demand for spirit in the tract to be supplied by it, but is now determined by putting up the right to establish an outstill to the highest bidder. *This is called the outstill or monthly-tax system.*

The object of both the systems is to *bring directly or indirectly under full taxation all spirits consumed;* but experience has shown that there are certain defects (to be dwelt on hereafter) inherent in both the systems of taxation, and therefore the object desired has not yet been achieved.

Before the year 1862-63 the excise revenue of all the districts in the Patna Division had been framed, and the farmers, looking for an increase of their revenue, settled a very large number of grog-shops all over the districts in their farms. In one of the districts of this Division I recollect the number of outstills exceeded 1,000. This multiplication in the number of grog-shops, and consequent increase in the consumption of liquor, had then a great effect in demoralizing the people, especially those belonging to the lower order.

In 1862-63, to remedy this evil, the excise of all the districts was brought under direct management, and in towns and populous places in each of the districts of this Division the *central distillery system* was introduced, and the remaining tracts in each district were allowed to remain under the outstill system. The system of working both *the central distillery and outstill systems in each district side by side continued up to* 1863-64. During this period it was observed that the outstill cheap liquor found its way into the tracts supplied by the sudder distilleries, and to shops ostensibly drawing liquor from them. This evil, arising from partial introduction of the new system, paralysed the working of the central distilleries.

In 1864-65 the central distillery system was universally introduced in all the districts of this Division, notwithstanding the opposition of the district officers. I recollect that Mr. Elliot, the then Collector of Mozufferpore, objected to the further extension of the sudder distillery system in his district, and pointed out that the country was not suited to the central distillery system, inasmuch as it was inundated and portions of it remained inaccessible for months together, and there were great facilities for bringing liquor from across the Nepal frontier. I also recollect that several of the distilleries in Mozufferpore and Durbhanga district (such as Palundee, Munsapore, Nonour, &c.) on the British frontier bordering on the Nepal territory could not work on account of the vendors across the frontier underselling our distillery liquor and our people going across the frontier and drinking and bringing for home consumption the very cheap liquor obtainable there. It was in or about 1869-70 that Mr. Halliday, then Collector of Mozufferpore, for the reason above stated, recommended the substitution of outstills for the distilleries located on the northern borders of Tirhoot (now Mozufferpore and Durbhanga), and suggested the advisability of leaving a belt of land unsupplied either by a distillery or an outstill shop, the object of which was to prevent the cheap liquor of an outstill finding its way to a shop ostensibly drawing its supply from a central distillery, and his recommendation met the approval of Government.

The number of grog-shops diminished on the abolition of outstills and the universal introduction of central distilleries in 1864-65, and it was further reduced in 1872-73, when the system of *charging a varying fee* was substituted for a *fixed uniform fee* on a license for the retail sale of country spirit. The diminution in the number of spirit-shops deprived most of the vendors of their licit calling, which drove them to distil and sell liquor illicitly and adopt an easy mode of distillation, called *garbha jantra.* I reported this fact to Mr. Testro, then Collector of Gya, and he embodied it in his Administration Report for 1877-78, an extract from which is given below:—

"When the central distillery system was extended to this district, licenses for retail sale of country spirits were freely issued; a fee was indeed levied on each shop, but it was fixed, and was very small in relation to duty, the object of it being only to prevent the opening of shops in places where the demand for liquor would be so small as not to justify their establishment. After some years' experience the attention of Government was drawn to the fact that some places for the sale of country spirit had advantage over others, that the vendors holding shops in the more favourable localities made greater profits than others, and that of this profit Government was entitled to a share. In 1872-73, therefore, the *system of charging a varying license fee* was substituted *for a fixed uniform fee.* Under this new system the numbers and localities of the shops are determined by the authorities previous to settlement. There are two methods of imposing license-fee under this system—

(1) By putting up the shops to auction.

(2) By fixing the fee according to the character of the locality and other relevant facts.

In 1872-73 the system was experimentally introduced into the districts of the Patna Division, when both the plans were tried, but since the year 1873-74 only the auction system has been in force. The first plan is suited to large towns, where there is much competition, and the second plan to agricultural villages. Under the old *fixed licensed fee system*, licenses were issued without restriction as to the number or the locality, the position of shops being selected by the abkars themselves, and at a *uniform fixed fee of Rs.* 4. It provided a cheap licit calling to a large body of abkars. There was then no monoply of the trade. Spirit was therefore then not sold at a monopoly price, and was within the reach of both the poor and the rich. Under the circumstances, there was not much illicit distillation. The new auction system, on the contrary, has but one advantage with several disadvantages. The advantage is that a

reduction in the number of shops diminishes the temptation to drinking, which the old system offered by bringing the sale of liquor close to every man's door. The disadvantages are that the competition brought into play at the auction sale of licenses secures the most enterprising and daring exploiter of the spirit trade; (2) that the system creates a monopoly of the trade by rich abkars; (3) that the vendors have to raise the price of the liquor to such an extent that the consumption of licit liquor is lessened and Government loses revenue; (4) that the enhancement of price places lawful indulgence beyond the reach of the poorer classes of the people, who are driven either to have recourse to illicit spirit or to substitute the use of some noxious stimulant. All this has the effect of giving great inducement to illicit distillation. Since the introduction of the new system it has undoubtedly increased greatly. Kalals, whose scanty means do not allow them to purchase a license at auction, and who cannot otherwise earn their bread, prefer illicit trading in spirit and standing the legal consequences to starving. Also many men who are addicted to drinking, but who cannot afford to purchase the high-priced liquor of the bazar, either themselves illicitly manufacture spirit or join some Kalals in doing so. The common method according to which spirit is manufactured in this country is called *karambiq* (an Arabic word believed to mean the same as alembic). This is not a safe method for illicit distillation, because the exposed way in which the liquor pours into the receiver through the tube, and the smell thence arising, which can be perceived from a distance, betray the proceedings of the offender. Illicit manufacturers have, therefore, in order to suit themselves to the circumstances, adopted a second mode of illicit distillation, called *garbha jantra* (so named metaphorically because distillation goes on secretly within the apparatus, as a child is conceived and nourished in the mother's womb,—*garbha* meaning womb, and *jantra* meaning an instrument or engine). This mode is very simple. The apparatus consists of two earthen pots—one copper pot and one receiver. One of these earthen pots serves as a boiler, and the other, with a round opening below, is placed above the boiler upon its mouth. Some three or four small clods are placed inside the second whereon to stand the receiver, and above all the copper pot is placed. All joinings are then carefully closed with some cementing material, so that no aperture is left for the escape of vapour. When the operation commences, the copper is filled with water. This can be baled out occasionally and replaced by fresh water during the process. The steam generated in the boiler passes through the opening in the bottom of the second pot and then ascends and condenses on the copper head, and from it falls in drops into the receiver placed inside the second pot. According to this method spirit is secretly distilled inside the apparatus. The spirit manufactured is not seen, nor is its smell perceived by a man standing close by. The chances of detection in this case are small. The figures I and II here appended will respectively illustrate the *karambiq* and *garbha jantra* modes of distillation. Illicit distillers generally keep a goat or a cow, and feed it with the refuse mohwa, so that nothing remains as a trace of illicit distillation."

Karambiq mode of distillation.

Garbha jantra mode of distillation.

For the first few years of the introduction of the central distillery system country spirit used to be taxed at certain arbitrary rates fixed for certain classes of spirits. In Mozufferpore district I recollect there were four rates for four kinds of spirits then distilled there, viz.—

1st kind	...	...	...	...	1 rupee per gallon.
2nd do.	...	...	...	...	8 annas " "
3rd do.	...	...	...	...	4 " " "
4th do.	...	...	...	...	2 " " "

Hence these four kinds of spirits were and are still called by these names in that district:—

Rupya botul,
Athania,
Chowania, and
Dooania.

The class of spirit was determined from the quantity of spirit distilled from a given quantity of material. There was no check on an officer's charging less duty for a higher class of spirit. In 1868-69 the hydrometer system was therefore introduced with the standard rate of Re. 1-8 per gallon, which gradually rose to Rs. 3 in 1877-78, after which the distillery system was abolished.

During the continuance of the hydrometer system it was observed that the abkars distilled generally strong spirit and increased its quantity by diluting it after they had removed the liquor to their shops. This they did in order to evade payment of an increased amount of duty, because it was found by experiment that spirit from the same quantity of materials distilled with water mixed at the time of distillation gives in the aggregate a larger amount of duty than the outturn distilled without mixture of water. It was also observed that distillers secretly mixed saccharine matter with liquor, which had the effect to heighten its specific gravity, and hence the hydrometer did not properly indicate its strength, which caused loss of revenue to Government. This system, though correct and a scientific one, was not liked by the distillers, who under this system were at the mercy of the darogah, and had to submit to whatever duty he told them was correct. Besides this, the hydrometer in this

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country frequently got out of order and required adjustment, especially during the hot weather, and the gauging officers were not to be depended upon for understanding and working the instrument.

In 1872-73 the system of taxing the materials from which spirit is distilled, instead of taxing the spirit itself, was therefore experimentally introduced into one or two distilleries in each of the districts of this Division. Under this system the darogah had to keep an account of the materials stored in the godown and weighed out for fermentation, duty charged upon the same, and the quantity of spirit manufactured therefrom. This was indeed a simple and easy system. I recollect Mr. Testro adopted the following measures to prevent fraud :—

(1) Only vessels of uniform, ascertained size were used during the stage of fermentation.

A register was opened to show the quantity of mohwa kept under saturation and the quantity used by each distiller. Dry mohwa was not allowed to be kept in the godown in big or little heaps at the will of the owners, but had to be stored in baskets of uniform size. In this way the inspecting officer's task was brought within manageable compass.

Experiments for introducing the *rat system* were made in several distilleries of this Division, the results of a few of which are included in a statement prepared by me, and which is herewith annexed. The system was tried with some success at Chupra distillery in 1878, after which the distillery system has been entirely abolished. The darogah had under this system to keep an account of the vats, their relative capacities, amount of duty levied, materials used, and the quantities of liquor manufactured from each vat in a month.

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ROY BRAHMA DUTT,
Second Excise Inspector.

NAME OF DISTRICT.	Name of distillery at which experiments were made.	Capacity of jar in Gallon.	Name of material.	Quantity of material put into the jar for fermentation.	Quantity of water.	Quantity of yeast.	Time taken in fermentation in hot weather.	Quantity of wash.	STRENGTH AND DUTY OF SPIRIT PRODUCED.																Total number of gallons that can be produced in a month in hot weather from each jar, with duty thereon.			RAINY SEASON.			COLD SEASON.			REMARKS.
									First gallon.		Second gallon.		Third gallon.		Fourth gallon.		Fifth gallon.		Sixth gallon.		Total quantity of spirit mixed together.											
									Strength below London proof.	Duty according to Table No. 5.	Strength below London proof.	Duty according to Table No. 5.	Strength below London proof.	Duty according to Table No. 5.	Strength below London proof.	Duty according to Table No. 5.	Strength below London proof.	Duty according to Table No. 5.	Strength below London proof.	Duty according to Table No. 5.	Duty according to Table No. 5.	Strength below London proof.	Total number of gallons.	Total amount of duty.	Time taken in fermentation.	Total number of gallons that can be produced in a month from each jar.	Duty.	Time taken in fermentation.	Total number of gallons that can be produced in a month from each jar.	Duty.	
		Gal.			Gal.	Gal. Ds.	Ds.	Gal.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	Rs. A. P.		Gal.	Rs. A. P.	Ds.	Gal.	Rs. A. P.	Ds.	Gal.	Rs. A. P.	
Patna ...	Begumpore	32	Mohwa	1 maund	12	12 4	4	27	54°	0 14 0	28	1 7 0	60	0 12 0	76	0 7 0	84°	0 6 0	91°	0 2 0	70°	0 9 0	45	25 5 0	5	30	16 14 0	7	27	15 3 0		The experiment was by mohwa.—Amir Hosen, Excise Deputy Collector.
Gya ...	Gya	16	Ditto	20 seers ...	9	3 4	4	16	28	1 7 0	53°	0 14 0	78	0 6 0	95°	0 3 0	...	.....	...	.....	60	0 12 0	30	22 8 0	5	24	18 0 0	7	17½	12 13 0		The experiment was by mohwa.—Baboo Dhonesh Chunder Roy, Deputy Collector.
Gya ...	Aurungabad	30	Ditto	1 maund	18	6 4	7	30	20	1 7 0	26	1 6 0	44	0 15 0	46	0 14 0	60°	0 10 0	68	0 7 0	54°	0 12 0	45	33 12 0	5	30	22 8 0	7	27	20 4 0		The experiment was by mohwa.—Baboo Chunder Sekur, Deputy Collector.
Patna ...	Begumpore	32	Goor ...	1 maund	12	12 4	7	32	15°	1 11 0	24	1 8 0	45	1 0 0	64	0 11 0	76	0 7 0	87	0 3 0	56	0 14 0	27	23 10 0	9	21	18 6 0	12	5	13 2 0		Patna Excise Deputy Collector.
Gya ...	Do. ...	16	Do. ...	24 seers ...	8	3 4	7	14	28	1 7 0	60	1 12 0	83	0 5 0	90	0 2 0	...	.....	...	.....	67	0 10 0	177½	10 11 0	9	13½	8 5 0	12	10	6 4 0		Baboo Dhonesh Chunder Roy.
Gya ...	Aurungabad	30	Do. ...	1 maund	18	6 4	7	30	9	1 14 0	20	1 7 0	30	1 4 0	44	0 15 0	49°	0 6 0	72	0 10 0	42°	1 0 0	27	27 0 0	9	21	21 0 0	12	15	15 0 0		Baboo Chunder Sekur, Deputy Collector.
Patna ...	Begumpore	32	Choa ...	1 maund	10	7 4	7	32	39	1 3 0	45	1 0 0	60	0 12 0	66	0 10 0	78°	0 6 0	89°	0 3 0	62	0 11 0	27	18 9 0	9	21	14 7 0	12	15	10 5 0		Patna Excise Deputy Collector.
Gya ...	Do. ...	16	Do. ...	20 seers ...	8	3 4	7	14	46	1 1 0	75°	0 8 0	53°	0 5 0	90	0 2 0	...	.....	...	.....	73	0 8 0	173½	8 9 0	...	13½	6 9 0	...	12	10 5 0		Baboo Dhonesh Chunder Roy, Deputy Collector.
Gya ...	Aurungabad	30	Do. ...	1 maund	18	6 4	7	30	15	1 10 0	26°	1 7 0	30	1 4 0	40	1 0 0	74	0 5 0	74	0 8 0	56°	0 12 0	27	20 4 0	...	21	15 0 0	...	15	15 4 0		Baboo Chunder Sekur, Deputy Collector.
Patna ...	Begumpore	32	Mohwa	30 seers	12	12 4	4	28	48°	1 0 0	56°	0 14 0	64°	0 11 0	72°	0 8 0	84°	0 4 0	90°	0 2 0	66	0 10 0	45	28 2 0	5	30	18 2 0	7	27	16 14 0		Patna Excise Deputy Collector.
Gya ...	Choa ...	32	Mohwa	10 seers	9	3 4	4	16	25	1 7 0	52	0 15 0	76	0 7 0	85°	0 4 0	93	0 1 0	...	.....	67°	0 10 0	37½	23 7 0	5	30	18 12 0	7	21½	13 6 3		
Gya ...	Aurungabad	30	Choa ...	15 seers	18	6 4	7	30	14°	1 10 0	40°	1 0 0	40	1 0 0	65°	0 8 0	82	0 3 0	86°	0 2 0	51°	0 12 0	45	23 12 0	5	30	22 8 0	7	27	20 4 0		
				5 seers																												
				30 seers																												
				10 seers																												

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Instances discovered of malpractices by the distillery-officers in concert with distillers, and a number of cases of illicit distillation detected during the distillery time, show that the central distillery system did not work with success.

From the large increase of revenue, and from what I have observed, I am of opinion that drinking has increased, but not to an alarming extent, and that the following are the reasons for the increase :—

(1) Successive good harvests during the last five or six years.
(2) High wages of labour on account of opening of railway communication, construction of canal, village roads, and extension of indigo cultivation.
(3) Partial displacement of consumption of tari by country liquor.
(4) Consumption of licit instead of illicit liquor.
(5) A keen competition in the sale of grog among the present body of outstill-holders, which is constituted of men from different classes, including high and low, and hence not on good terms with each other. In the distillery time *Soondee*, *Kalal*, and *Kalwar*, whose profession is to sell grog, and who had licenses for the vend of spirit, generally combined and sold their liquor at fixed and uniform rates.
(6) Increase in population.

Drinking has increased chiefly among the labouring and lower classes of the people with their spending power. Drinking has increased a little among domestic servants and day-labourers, but not among agriculturists. I have not observed women of any class drinking liquor either at an outstill or elsewhere, except *Domins*, *Chamarins*, *Noniarins*, *Masharins*, and *Beldarins*. Women of these low classes used to drink also at the time when the distillery system was in vogue.

People belonging to classes which did not drink while the sudder distillery system was in force have not now acquired the habit of drinking.

There has been no increase of drunkenness except to some extent among the lower classes, which is attributable to the cheapness of outstill liquor and their prosperous condition.

The last five years have on the whole been prosperous in this district.

The increase of prosperity has affected the consumption of liquor among the lower order of the people.

The following are the retail prices of country liquor :—

Names or Sorts of Spirit	Retail price under the sudder distillery system.	Retail price as current for outstill liquor.
Khassia	6 pice to 4 pice.	4 pice to 2 pice.
Dobara	8 „ to 6 „	6 „ to 4 „
Solaseri	10 „ to 8 „	8 „ to 6 „
Atseri	16 „	16 „
Chouseri	20 „	20 „
Baradohara	8 annas.	8 annas.
Rupya botul	1 rupee.	1 rupee.

Under the sudder distillery system strong liquor was generally manufactured, but after it had been removed to the retail shop it was diluted, especially the liquor intended for the lower classes of people. Now it is not done so. Spirits of different qualities are manufactured with water mixed with it at the time of distillation according to local requirements.

I see no reason why the liquor distilled in outstills should be more injurious to health now than that which used to be distilled in sudder distilleries, the materials from which liquors were then or are now distilled being the same. I have enquired and learned that some abkars do use dhatura or other poisonous substances in the preparation of the country spirit, or for adulteration afterwards in different ways, viz.—

(1) Four or five seeds of *kuchila* are at the time of distillation kept inside the circular edge of the *adhkar*, in which the spirit first drops from the *tambi*, and after it has collected flows through the tube, and thus while distillation is going on the properties of *kuchila* affect the spirit.
(2) A few seeds of *kuchila*, half-pounded, are wrapped in a rag and then placed in the receiver or kept at the mouth of the tube through which the spirit flows into the receiving-vessel.
(3) A certain quantity of half-pounded *kuchila* is boiled with water and arrak extracted. This arrak is kept in a bottle. $\frac{1}{10}$th of the arrak is sufficient to increase the intoxicating quality of one jar of spirit.
(4) A small quantity of sparrow's tongue, similarly half-pounded, wrapped in a piece of cloth and kept at the mouth of the tube at the time of distillation of liquor, is sufficient to make the spirit pungent. I recollect some correspondence took place on the subject in the Mozufferpore district.
(5) The filling of a jar with the smoke of dhatura seeds put on fire, and then keeping liquor in the jar, has the effect of increasing the intoxicating quality of the liquor.

The consumption of tari has certainly diminished; but as tari-shops are arbitrarily settled with an increase of Re. 1 or Rs. 2 per shop, the revenue is still keeping up. Pachwai is not sold or consumed in this country.

I know that illicit distillation prevailed prior to the introduction of outstills. I myself then detected a case of illicit outstill in mouzah Sukrafied, near Poosa stud.

As since the introduction of the outstill system only three cases have in my knowledge been detected in the Patna Division, viz. two by myself in the Hajipore sub-division and a third by an excise-officer of Gya, I think cases of illicit distillation are now of very rare occurrence.

Zemindars and other people of the richer classes get liquor manufactured at the outstills from materials supplied by them to the vendors. They do, and it was done also when the distillery system was in force. This kind of transaction is called *kharee bhuttee.*

Drinking has not increased among the upper classes. Men among pleaders, mookhtars, and amlah, and a good many who have received their education in schools and colleges, drink imported spirits.

Distillers do secretly sell liquor during the hours they are strictly prohibited to keep their shops open, thinking that this offence, even if detected, will only be treated as a mere breach of a condition of their licenses, and that they will not be punished.

Distillers supply liquor in exchange for grain in the villages where labourers are paid in kind; but I have never found a distiller receiving ornaments or other goods in barter for liquor.

According to my experience, the moral effects of drinking upon the people addicted to it are the same as they were before.

Except *Kayasths or Lallahs,* many of whom have ruined their property by their long habit of drinking, I know no other class whose material prosperity has been injuriously affected by it. Those *Kayasths* who are addicted to drinking, drink generally strong country liquor. Some of these, who are well off, drink also imported liquor. The fact that the material prosperity of *Kayasths* has been injuriously affected is not attributable to the outstill or any other system, but to their habit of drinking, which has existed among this class (excepting certain families) from a long time prior to the British rule in the country.

The following are the evils which are generally complained of as existing under the outstill system in force:—

(1) Distilleries mixing deleterious and poisonous substance with the liquor they distil under no excise supervision.

(2) The offensive and noxious smell which arises and spreads from the materials while they are undergoing the process of fermentation, and from the refuse thereof. This complaint exists in large towns and cities, where there are outstills located in the hearts of habitations. The outstills, on account of such location of them, are considered as a nuisance by the neighbouring people and those that have occasion constantly to pass by such stills.

(3) A license granted under the outstill system prohibits the working of more stills than one, but does not restrict its capacity. The evil that arises from this is apparent: that is to say, a distiller desirous to work two or more stills of common capacity gets a large still and manufactures a larger quantity of spirit, and sells it cheaper than he would if his still were of a limited capacity.

As regards the *first evil,* nothing suggests itself to me to remedy it.

As regards the *second evil,* I would suggest the following modified *system of outstill and central distillery*:—

(1) That the outstill vendors, after the settlement of the outstills by putting them up to auction, be required to distil their liquor in a central distillery and remove it to their shops (outstills) for sale under a pass to be granted by a Government officer.

(2) As regards the question of pay of the officer who will grant the pass and the cost of the building, I would propose to levy a certain sum from each distiller in the shape of distillery fees, say 3 pies per gallon.

As regards the third question, I would suggest—

(1) That the positions of the outstills be readjusted so as to place them at such distances from each other as to avoid the possibility of hazardous competition by distillers in the sale of liquor, because such competition lowers the selling price of the liquor, and consequently tends to increase its consumption.

(2) That the outstills be classified each year after settlement according to the monthly rates of fees obtained for each as shown below, and then one or more stills of a limited uniform size be allowed to work therein according to the class to which the outstill belongs:—

	Rs.	Rs.
1st (or lowest class), paying fees ranging between	30 to	50 a month,
2nd ditto, ditto ditto	50 to	100 ditto,
3rd ditto, ditto ditto	100 to	150 ditto,
4th ditto, ditto ditto	100 to	200, and so on.

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A third system suggests itself to me, but it will be a little more expensive than the present system, *i.e.* to revert to the old distillery system, but instead of taxing the spirit by levying duty upon the quantity of liquor passed out of the distillery, I would suggest to put the whole distillery up to auction to the highest bidder.* By this system everything will remain the same as under the old distillery system, but the duty on spirit will be realized under the monthly-tax system instead of the fixed-duty system, as the latter only opens the door to malpractice.

* I mean to say that the right to distil liquor and sell it through the medium of a limited number of retail shops within the radii of the distillery be put up to auction to the highest bidder.

4. The vat system, I think, will do well at sudder and sub-divisional head-quarters, but not in the interior, where the classified outstill system, as suggested before, may be introduced with advantage.

When I entered the department in 1862, there were sudder distilleries in the towns of Mozufferpore, Hajipore, Durbhanga, Dalsingsarai, and there were outstills in the rest of the district; but I do not recollect how many there were. I think there were more than (500) five hundred. In 1864-65 sudder distilleries were introduced throughout the district. When I joined first, the price of liquor supplied by the outstills was 2 lohia pice per bottle; exactly the same liquor was afterwards supplied by the sudder distilleries at the rate of 4 lohia pice.

When all the outstills were abolished and sudder distillery shops established everywhere, the price of liquor in the town rose from 4 to 6 lohia pice, and in the interior from 2 to 4 lohia pice per bottle.

There were three kinds of stills in use at that time in the district of Tirhoot:—One was of clay, and capable of working off (10) ten seers of mohwa, which in this case was invariably pure mohwa; in the second the lower portion was an iron vessel, with an earthen pot as a cover: this was capable of working off one maund of material, generally mohwa and goor mixed; the third was the copper one generally in use now, and capable of working off a maund and a half of mohwa: but as a rule these are only used to distil one maund. The material used in this case is a mixture of mohwa and goor, quantities being different in different places. In some places the proportion is $\frac{3}{4}$ths mohwa and $\frac{1}{4}$th goor; in other places it is $\frac{2}{3}$rds mohwa and $\frac{1}{3}$rd goor. The larger the proportion of mohwa, the alcoholic strength of the liquor is stronger; but the larger the proportion of goor, the liquor is more palatable.

When the sudder distillery system was fully introduced throughout the district of Tirhoot, there were thirty distilleries in the district, to which two were subsequently added on the transfer of a portion of the Chumparun district. In these distilleries the greater number of stills were of copper, but the poorer abkars used the stills of mixed iron and earthen one. There was no hydrometer in those days. The tax was levied as follows:—

The liquor was divided into four classes, of which the first paid one rupee a gallon, the second 8 annas a gallon, the third 4 annas a gallon, and the fourth 2 annas a gallon. The first two classes were double-distilled liquor, made in this way:—sixteen gallons of a sour spirit, called *kusmore*, were drawn from a maund of mohwa and goor mixed. These 16 gallons were re-distilled, and from them two gallons of the first-class spirit, paying duty at one rupee a gallon, and two gallons of 8 annas, were distilled. Of the third class spirit, six gallons of spirit were drawn from one maund of mohwa and goor mixed and drawn into a receiver placed below the pipe of the still and containing five gallons of water. The fourth class was made by putting ten gallons of water into the receiver. The water in the receiver was cold.

The selling prices of these four kinds of liquor were as follow:—

1st class	...	...	...	...	...	1 rupee.
2nd do.	...	...	...	...	...	8 annas.
3rd do.	...	...	...	...	...	4 ,,

4th do. varies from 4 to 6 lohia pice where lohia pice is current, and from 3 to 5 Goruckpore pice where Goruckpore pice is current.

This fourth-class liquor used to sell before 1864-65 at 2 lohia pice in the interior and four pice in big towns. In 1863-64 the two-annas rate was done away with: the lowest tax was four annas a gallon. The consequence of this was that the lowest kind of liquor had water added to it after being removed from the sudder distillery, the same quantity of water as before being added in the sudder distillery. The price of liquor remained the same both in towns and in the interior. I do not know how much water was added after the liquor left the sudder distillery.

In 1868-69 the hydrometer was introduced, the duty being fixed at Re. 1-8 for a gallon of London-proof. I shall try to find out and supply the Commission with figures showing the strength on which liquor paid duty immediately after the introduction of the hydrometer.

The effect of this change in the manner of levying the duty was to raise the price of the lowest kind of country spirit. It ranged from one anna, the lowest, to two annas, the highest.

When I first came to this district in 1862-63, when the mixed system was in force, there was a great deal of drinking among the lower order of the people. The people then said that there was more drinking then in the outstill tracts than there was in the sudder distillery tracts.

There were complaints of the outstill liquor finding its way into the sudder distillery tracts. The complete introduction of the sudder distillery system coincided in time with the great scarcity of 1865-66.

These two causes probably combined to reduce the amount of drinking in the district. It is certain that there was such a decrease. I was not only informed of this by the *darogahs* complaining of decrease in revenue, but I heard from the inhabitants of the district that the people had given up the habit. The three reasons given were, first, the dearness of the liquor; second, the scarcity; and third, the impression that there was something forbidden by caste introduced in the liquor manufactured. After the people had recovered from the effects of the scarcity, there was again an increase of drinking, but not to the extent there had been under the outstill system.

I went to Gya in 1871-72. I found the sudder distillery system in force throughout the district. The rate of duty then was Re. 1-8. I found that the liquor was a little cheaper than at Mozufferpore, varying from 4 to 6 Goruckpore pice. I cannot say whether it was of the same strength. In 1873-74 the tax per gallon was raised to Rs. 2. The price of the liquor in Gya was not raised in consequence of this, but the liquor was watered down. In 1873-74 the system of selling retail shops by auction was introduced, the number of shops being reduced. Some of the shops in the rural tracts were settled at the old rate of 4 rupees a month; those in the more populous places were sold at various rates from 4 to 6 rupees. This led to further watering down the liquor. There was a decrease in consumption of duty-paid country spirit; some people took to tari, and some to illicitly-distilled liquor. I do not think that any gave up drinking altogether. In Mozufferpore also after 1864-65 and 1868-69 the people who gave up drinking duty-paid spirit generally took to tari or illicit spirit, or bhang, or smoking ganja.

Though I do not think that the people became total abstainers from all kinds of intoxicants in consequence of the rise of prices, still I think that many people, especially day-labourers, who previously drank largely, were induced by the rise in prices to lessen the quantity drunk by them.

There is more drinking in Mozufferpore now than there was ten years ago. I do not think that there is more drunkenness now. The people who drink are chiefly day-labourers, noonias, artizans, &c. There was an increased consumption of liquor in Gya in 1878-79. The causes of increase were, I think, (1) the extension of the railway to Gya, (2) the extension of the irrigation canal, (3) increase in the floating population of the district, (4) the increase of population generally, and (5) the opening of village roads and communications. These causes, combined with the introduction of the outstill system, have led to an increase of consumption from the year 1878-79, which has continued up to date.

Statement of Dr. French, Civil Surgeon.

I HAVE been Civil Surgeon in Bengal since 1861 in the following districts:—Assam, Mymensing, Dacca, Rajshahye, Burdwan, 24-Pergunnahs, and Patna. I have never known such a large amount of drinking and drunkenness as there is now. In former years I saw drunkenness among the lower classes, but now drunkenness is common to higher classes. The Goalas have taken to drink now who did not drink formerly. On the 30th instant I had the *post-mortem* report of a case of death from excessive drinking. I have had others, and will send particulars of these cases hereafter.

There has been a great increase of convictions in which persons have been sentenced to imprisonment for drunkenness. I will send a statement of these cases for the five years. In the *post-mortem* report there was no indication that any poison had been used. My own impression is that the liquor is not drugged. I have made no experiment; I cannot speak positively. I think experiments should be made, not only of the liquor, but what is left in the still after distillation.

Statement of Mr. Shuttleworth, District Superintendent of Police.

I HAVE been District Superintendent of Police here for more than two and a half years. I was 12 years in the 24-Pergunnahs. I have had no experience of the working of the sudder distillery and outstill systems. I have not remarked any increase of drunkenness in the Patna district since I have joined, but my experience is that drinking has been on the increase in all parts of Bengal which I know during the last 25 or 30 years. When I first came to India I found that the respectable people abstained from drinking, and it strikes me that there has been a tendency to increased drinking among them. In consequence of the cheapness of liquor the lower order of the people drink more now than before. The increase of drinking among the lower classes is also due to greater facilities of getting liquor, *i.e.*, in the way of there being more numerous shops now. My impression is that there has been an increase in the number of shops during the last ten years.

I can speak decidedly that there has been an increase of drunkenness among domestic servants, and I am also of opinion that there has been an increase of drinking among day-labourers and agriculturists. I cannot speak of school-boys. The increase has been large.

Patna.

I am certainly of opinion that within the last four or five years the more respectable classes, such as Brahmins, Rajputs, Kayasths in Bengal, and the more respectable classes of Mahomedans, have shown a tendency to drink more; and I think that many of them drink country spirits. I have noticed also that large numbers of men congregate round the outstills. I have seen almost as many as a hundred. These men belong generally to the lower classes. I have seen more respectable men getting out of their gharies or ekkas and going to the shops to drink, but they do not remain there to drink with other people. I think that there are now more drunken men in the city of Patna than when I first came here. It is very difficult to say that there has been a positive increase of drunkenness since I came,—there has always been so much drunkenness here. I see numbers of people passing by quite drunk. Unless they are disorderly they are not interfered with. If all the cases of drunkenness were prosecuted, the number would be enormous.

There is the greatest amount, both of consumption of liquor and drunkenness, in the city of Patna, not only amongst the inhabitants, but among the floating population also.

I think there has been an increase of drunkenness among the police force. I have often seen chowkidars reeling homewards after registering their attendance at the police-station.

The causes of increase of drinking are (1) cheapness of liquor and (2) the influence of example.

The people seem to be fairly well off since I have been in this district. The easy circumstances have certainly something to do with the amount of drinking.

In the first year when I came here, *i.e.* in 1881, there was a slight fluctuation in crime, *i.e.* in house-breaking. In the following year, *i.e.* in 1882, the number of cases of house-breaking fell off. This year the cases are the same as in 1881.

It is generally believed that deleterious drugs are mixed with liquor to accelerate intoxication. There was one case in which it was suspected that deleterious substances were mixed with liquor, but on examination the suspicion was found to be unfounded. There has been no general enquiry by the police into the existence of these practices. I have heard of such practices from my constables, who, when asked if the liquor now made is stronger, told me that dhatura is mixed with it.

I should think that since the introduction of the outstill system the consumption of tari has been affected.

My impression is that liquor can be obtained from outstills after the precluded hours. I have no reason to believe that the holders of outstills are receivers of stolen property, but as a rule *budmashes* assemble in liquor-shops and concoct plans of theft, plunder, &c. The liquor is sold on credit. I have so heard.

It is possible to prevent by strong preventive measures illicit manufacture or sale of country spirits within an area of sudder or central distillery.

Statement of Mr. D. Erskine, Inspector of Police, Dinapore.

I HAVE been an Inspector of Police for about three years and seven months in the city of Patna, and more than two years in Dinapore. I was at Bankipore for 17 months.

The people in Dinapore drink more than those in the city of Patna. The drinking in Dinapore is less than what it was when I first went there. The people who drink, as well as the outstill-holders, ascribe this decrease to dearness of provisions. The price is 50 per cent. dearer this year than last year.

I have not heard of the outstill liquor being drugged, but I have heard of tari being drugged. I have heard that dhatura is put in tari. In the tari season tari is more consumed than country spirits in Dinapore. I have observed more people drink in that season. During the *Huli* festival I find more people drunk than in the tari season.

From my enquiry I find that the castes who do not drink are the Brahmins, Babhans, and Chhetris. There is much drinking among the police force. They belong to the caste of Goalas, &c., except the Brahmins, Babhans, and Chhetris; but I see no increase. Last week a constable was alleged to have died from the effects of drinking. There was no reason to suppose that the liquor he drank was specially unwholesome.

I had not noticed any increase of drunkenness in Dinapore before the last three months, in which drinking has been less on account of dearness of provisions.

Statement of Babu Guru Proshad Sen, of Bankipore.

I AM not an inhabitant of the district. I have been here since June 1865, *i.e.* since the last 18 years and a half.

I have no experience of the working of the sudder distillery and outstill systems as of a person connected in any way with them. Whatever I know of the working of these systems, I know from published and other reports, from the visible drunkenness I see at and about the outstills and in the streets, and amongst the lower orders of the people coming in business contact with me. I have also, since the time I had come to know that my statement would be taken by the Excise Commission, paid a visit to two outstills. The note of what I saw I annex.

I have reason to suppose that drinking has increased in this district during the last four years. I cannot speak of the years earlier than the last four years from personal

knowledge; but I have examined the figures, and from these I find that there was no yearly increase in consumption, but a slight increase in revenue. I give the figures below— *Patna.*

	Consumption of country spirits in gallons.	Revenue. Rs.
Average from 1870–75	9,66,838	.....
Ditto 1875-76	10,10,549	2,90,452
Ditto 1876-77	9,50,421	2,89,397
Ditto 1877-78	9,34,955	3,08,498
Ditto 1878-79	.....	3,09,434

The increase since then I find to be abnormal, and confirms me in my impression, otherwise gathered, that drinking has much increased since the last four years. The figures are as below:—

	Revenue from country spirits. Rs.		Revenue from country spirits. Rs.
1879-80	3,60,451	1881-82	4,67,584
1880-81	4,78,912	1882-83	4,45,668

The consumption in 1875-76, which I believe was a scarcity year, exceeded the average of the five years from 1870–75 by 43,711 gallons, being 10,10,549 gallons against 9,66,838 gallons. It went on decreasing during the next two years. I cannot get at the quantity now consumed from the published figures, but the following would not, I suppose, be a very high approximate for the first year when the outstill system was in full force. The revenue for that year was Rs. 4,78,912. The calculation in my note will show that according to the admissions of the Kalals themselves the license fee represents only half of the selling price of liquors. Three-fourths of the liquor consumed I take to be of the last quality (khassia). Out of 10 people examined, I found only one taking the dobara. A gallon or six quart bottles (khassia) sells at 4½ annas at some places and 3 annas at others, as will appear from a subsequent part of this statement. The quantity of khassia alone consumed, even if we were to take the consumption of khassia to be half of the other kind, would thus be, taking 4 annas as the average price of six bottles or a gallon of khassia, 19,12,648 gallons.

Taking three-fourths of the consumption to be khassia, we would get at the exact average price nearly—30,00,000 khassia alone, not to say of the other kinds of liquors.

Compared with the average of five years from 1870–75, the consumption must thus have quadrupled; and compared with the consumption of nine years from 1870-78, the result would be much the same. Mr. Metcalfe, writing in 1880-81, states that no statistics are available to show the effect of the outstill system in the interior of the district; but judging from the results in the Patna Municipality, where convictions for drunkenness have increased, he thinks that there can be no difference of opinion that drunkenness has increased in proportion to the cheapness of liquor. Mr. Worsley, of Mozufferpore, where the revenue for that year had not increased so abnormally as in Patna, thought that the consumption of spirituous liquors has doubled in his district. I believe drinking in this district has increased in four ways:—

1*st.*—By an increase in the number of adult male drinkers. Out of a few people examined in the outstills the other day, I came to learn that three of them have recently begun to drink. I also refer to increased visible drunkenness we see around us.

2*nd.*—By converting toddy-drinkers amongst the Hindus, and I fear a part of the Mahomedan population, into liquor-drinkers. The revenue from this branch of the excise I find has somewhat fallen off. I give the figures below:—

	Rs.		Rs.
1875-76	94,382	1879-80	94,544
1876-77	99,000	1880-81	90,519
1877-78	90,852	1881-82	96,411
1878-79	97,544	1882-83	91,518

3*rd.*—By increased consumption amongst those who previously used to drink.

4*th.*—By women amongst the lower orders and boys taking to drink.

I have indicated before the extent to which drinking has generally increased.

My impression is that drinking has increased among school-boys, domestic servants, agriculturists, day-labourers, and women. I think, however, that our University men are as a rule sober.

I have the following authentic facts as regards school-boys:—

1*st.*—I came to learn that in a certain locality at Bankipore school-boys of tender years and of respectable families put together their little tiffin-money and spent them on liquor.

2*nd.*—I came to know this also from what I heard of the confessions of some school-boys who had joined the Band of Hope and Balak Sabha.

3*rd.*—As regards other boys, I often see lots of them at or above the outskirts of an outstill.

4*th.*—I found some of them there when I visited two of the outstills.

5*th.*—One of the Commissioners told me that he found two—one of 4 and one of 7—when he had visited one of the outstills.

Patna.

It is said that the owners of outstills have succeeded in creating an impression that drinking the stuff they supply keeps away enlargement of spleen.

I have heard of cases like this. In mofussil villages where an outstill is established for the first time, the liquor-vendors first induce the boys to take to drink by offering liquors *gratis*, and continue to do so till the habit of drinking is confirmed.

In re-examination.—I heard this from Jehan Lall, a Kurmi of Patna. I have also heard from others.

As regards women—

1*st.*—I have, on passing by an outstill, seen women amongst the customers.

In re-examination.—Never saw a woman actually drinking, but saw women mixed with the drinkers. These women were not prostitutes, but of the labouring class.

2*nd.*—I have heard of women now drinking from credible sources.

In re-examination.—Heard this from my writer, who is a Behari, also Balakilal, a writer in my Office.

As regards domestic servants, I speak from what I see in my own establishment of servants and in that of my friends. I have no particular instances to give of agriculturists and day-labourers, except in the general way I have indicated above.

I cannot tell you of the precise extent to which these classes have been since affected except in a general way; but it is generally believed that drinking amongst women of lower classes and boys was rare four years ago, except on occasions of *Huli* or *Dusserah*, and that it is growing now.

1*st.*—I attribute the increase of drunkenness mainly to the cheapness of liquor. During the distillery days khassia liquor used to sell at least at 1½ annas a quart bottle; it sells now ordinarily at 3 pice a bottle, and sometimes for even less. I have heard from a late Excise Inspector of khassia liquors selling at 2 pice per bottle. I have also learnt on enquiry that in the mofussil villages liquor sells at 3 Goruckpuri pice, equal to 2 pice of our copper coin, a bottle.

The mohwa grows in abundance in Behar. It sells at 14 annas to 1 rupee a maund. Out of a maund they distil 8 gallons, which gives them 22 gallons khassia (see the note), equal to 132 quart bottles at the least—for this is the statement of the Kalals themselves. Thus the cost to distillers is a mere trifle; and as they can distil any quantity, they do not mind about the price. What they mind is increased consumption.

The capacity of the stills is enormous: 10 gallons, I am told, was the old regulation size; 16 gallons is the size now according to the admission of the Kalals in the two outstills I visited. According to their statement, ten processes of distillation can go on from sunrise to sunset. It is generally believed that they distil after that hour and no notice is taken of the matter. Prosecutions of the kind, I am told by a credible witness, are not liked by the Revenue authorities. With such license, the Kalals can distil any quantity they like.

In re-examination.—The capacity of stills means 10 gallons of liquor of the cheapest kind at each distillation.

Cheapness, again, is indicated in another way. The best liquor made of molasses, my informant tells me, is of the strength of Exshaw No. 2 (this may be easily tested), and sells in the bazar for 8 annas a bottle.

In re-examination.—Babu Prokas Chundra Roy, late Excise Inspector, told me that prosecutions of this kind are not liked by the Revenue authorities.

2*nd.*—I also attribute the increased drinking to the fact that the distillers of outstill liquors are allowed to stimulate consumption in more ways than one. They allow people to drink in their premises. Attached to it are one or two chutney-shops, and liquor warm out of the outstills with chutneys available at hand is no mean temptation to people who drink. Once in, the people are soon made to forget their measure.

The question whether the last five years have been on the whole prosperous in this district cannot be answered without some explanation with respect to the word prosperity. Patna, like the other districts of Behar, is essentially an agricultural district. There have been good crops for the last four years, but not during the present. Good crops brought on low prices, and our agricultural people were in many cases in difficulties to pay their cash rents. I know instances when they sought of their zemindars for the conversion of their nuckdi tenures into bhowli. The zemindars, the lands in whose estates are all bhowli, were, on account of the low prices prevalent, in difficulties in their turn. Of course the agriculturists had sufficient to eat and to barter if they liked. The low prices benefited the landless classes, the day-labourers, by the cheapness of their food-stuffs; and there has been a rise in the rate of wages for a common cooly also during the last few years from 2 annas to 2½ annas, and at this rate the wages of others have also risen. This is all the measure of our prosperity.

The share of prosperity in increasing the consumption of our liquor is, I believe, small. My reasons for thus doubting a favourite theory of the Excise Revenue authorities are these:—

1*st.*—The year 1875-76 was not a prosperous year, yet the consumption increased from the average of 9,66,838 gallons of the previous five years to 10,10,549 gallons in that year, the rate of duty in that year for country spirits being Rs. 2 per gallon London-proof. In the next year, though there was a good crop, the duty was raised to Rs. 2-8, and consumption fell to 9,50,421 gallons. With Rs. 3 in the year following the consumption fell to 9,34,955 gallons, though that was as good a year as any of the four last preceding the present year.

2*nd.*—I have not the figures by me, but I remember to have read that our people in Behar consume less salt than their brethren in Bengal, and less than the normal quantity required on account of their poverty. I believe the consumption has not increased because of the prosperity of the last few years.

3*rd.*—*In re-examination.*—I will send the figures hereafter. During the present year prices began to rise from July last, when the prospect of bhadoi failed, and there was little rain for khariff sowings. Yet the figures for monthly sales in the two outstills we visited do not indicate much decrease of consumption on account of scarcity. Prices were very low in April last; at present rice sells at 13 seers, in April last rice used to sell at 19 seers. I give the figures below :—

	Dariapur. Rs.		Mosellapur. Rs.
April ...	... 1,482	April ...	... 1,382
May ...	... 1,072	May ...	... 756
June ...	... 1,705	June ...	... 1,183
July ...	Not given.	July ...	... 1,178
August ...	... 2,014	August ...	... 1,490
September ...	... 1,197	September ...	... 1,350
October ...	Not given.	November ...	... 1,223
November ...	... 1,500		

4*th.*—I have not the figures by me just now, but I believe the prices of the last five years were on the average the same as the prices of the preceding five years; the average quantity of produce was almost the same.

5*th.*—In support of the prosperity theory, the increased consumption in places where the distillery system subsists is brought forward. I have examined the figures for Calcutta and the Suburbs during the last three years. The increase, notwithstanding the greater prosperity of the lower classes there, has not been so abnormal as in Patna.

I give the figures below :—

	Gallons consumed.	Increase.
1880-81—		
Patna	4,78,912	 118,461
	Decrease.	
24-Pergunnahs	1,45,759	6,592 55,859
	Increase.	
Calcutta	7,87,532	11,877 53,149

	Consumption.	Revenue. Decrease. Rs	Revenue. Increase. Rs.
1881-82—			
Patna 467,584	2,716	.....	.....
24-Pergunnahs ... 142,381	32,559	3,158	.....
Calcutta 942,232	.....	.....	1,54,700
1882-83—			
Patna 445,668	.....	.....	.....
24-Pergunnahs ... 154,529	6,966	.....	12,148
Calcutta 1,012,436	21,001	.....	70,204

6*th.*—With the fluctuations of revenue which we see with the increase or decrease of the number of outstills, it is not reasonable to say that the increase in drinking is due to prosperity, and prosperity alone. Thus in Patna we had in—

	Number of outstills.	Revenue. Rs.
1880-81	364	4,78,912
1881-82	250	4,67,584
1882-83	173	4,45,668

The decrease in revenue is accounted for by the decrease in the number of shops.

7*th.*—The note of my visits to two of the outstills will show that out of about 12 persons found drinking in the shop only one was not in debt, and the money they spent on liquor would be very usefully spent at home in supplying their bare necessities of life.

The retail prices of country spirit are and were the following, as far as I could ascertain :—

Under the Distillery System.		*Under the Outstill System.*	
Khassia	1½ annas.	Khassia... ...	2 pice to 3 pice.
Dobara	3 „	Dobara	1½ annas.
		Doania	2 „
		Chowania ...	4 „
		Khas	8 „

I cannot say what were the prices of the last three kinds of liquor under the distillery system.

Patna.

One of the khassia bottles was examined before me the other day by one of the gentlemen on the Excise Commission.

In re-examination.—The bottles were examined by (Babu Obhoy Chandra Das, member of the Excise Commission), and it was found to be, as far as I remember, 92° below proof. A dobara bottle was next examined, and it was found, I remember, to be 82° below proof, and a chowania bottle to be 72° below proof.

I find from the excise reports that the average strength of liquor consumed in Patna under the distillery system was as follows:—

1875-76	... 90° below proof.	1877-78	... 90° below proof.
1876-77	... 92° „	1878-79	... 90° „

1879-80 ... 93° below proof.

I cannot therefore say that the liquor then consumed by the people was stronger than it is now.

I am told that the country spirit now is adulterated with dhatura and *kuchila* (nux-vomica) to produce intoxication. In the note I annex will be found the statement of a man found drinking in one of the outstills, who said that the liquor is now mixed up with *mosalla*, which he did not name, and it tastes bitter, whereas formerly it tasted sweet. Another informant told me that he once saw a boy going with dhatura to an outstill. As I have said, I know nothing about this matter.

Pachwai, I believe, was never drunk in any quantity in this district. I have given the figures for tari. My impression is that tari-drinking has diminished and is diminishing.

I know of one case only of illicit distillation. When on the occasion of a visit to a Babhan zemindar, I was offered drink. I told him I was a teetotaller. He did not understand what that meant, and thought I had perhaps scruples, as a Hindu, to drink liquor distilled by the Kalals. Then he said that the liquor was distilled in his own house with meat and *mosallas*. I do not think such cases of illicit distillation arising from scruples to take kallali liquor will soon disappear. I do not think the lower orders of people even had recourse to illicit distillation: for in the first place the thing, I suppose, would not have paid unless on an extensive scale; secondly, the process is known only to Kalals; and thirdly the lower orders of people, having no money, could not buy the connivance of police. My impression is confirmed from the published figures:—

	Arrests.	Convictions.	Imprisonments.	Fines.
				Rs.
1875-76	133	84	40	1,179
1876-77	96	73	57	1,511
1877-78	310	155	57	7,305
1878-79	153	122	37	3,837
1879-80	124	91	13	3,133
1880-81	126	101	20	1,437
1881-82	100	78	30	1,589
1882-83	110	79	26	1,453

There is not much indication of illicit distillation and smuggling during the distillery system and of its having disappeared now.

I first heard of zemindars getting liquors manufactured from materials supplied by them to the vendors from the Hon'ble Babu Hurbans Sahai, and what I heard from him was corroborated the other day by a Kalal, that the zemindars and rich people send molasses to get liquors distilled in the outstill.

Only the Kayasths (Lallahs) among the upper classes do drink as a rule. A few of the Babhans might drink on the sly, but it is not the rule. The Tantrie Brahmins do drink, but there are a very few of them here. I do not believe the increase has been much owing to outstills amongst these classes. They use country liquors as a rule, and imported liquors in exceptional cases. This was the case even in distillery days; the figures will show this:—

Imported Liquors.

1875-76	1,185	1879-80	1,549
1876-77	1,283	1880-81	1,697
1877-78	1,282	1881-82	1,466
1878-79	1,505	1882-83	1,711

I do not know what is the law and rule about the closing of outstills. The other day I found people drinking in the premises at about 9 p.m. I am credibly informed that liquors are sold even to a later hour. I remember I heard that some sunset rule was about to be enforced, when the licensees threatened to give up their licenses, and the rule was not enforced. Enquiry will satisfy you as to this point. I know of drunken bouts about the streets near an outstill till a very late hour of the night. Night is thus made hideous by the cries of revellers, and the outstills are veritable nuisances in those unfortunate localities where they are situated.

In re-examination.—The information about liquor being sold to a later hour was given to me by Babu Prakash Chandra Roy, the late Excise Inspector.

I do not know if the holders of outstills supply liquor in exchange for ornaments or on credit, but I have heard that they supply liquor in exchange for grain.

The moral effect of drinking is such as could be apprehended from drunkenness. It is, I suppose, demoralizing our people to a large extent.

I believe the indebtedness of the lower classes of our people is owing to drink. A common cooly spends at least one-fifth of his income on drink, and thus deprives himself of the power to look to his direct necessities, not to speak of material comforts.

I know of several Kayasth families, very well up when I first came to this district, now in utter ruin. I attribute part of this to drink, and, as I have told before, as a rule they consume country spirits.

I make the suggestions under the three following heads for the consideration of the Excise Commission :—

I.—Increasing the price of liquor.

II.—Controlling the quantity of liquor distilled.

III.—Control over the liquor-shops under heads I and II. I would revert to the old distillery system, or, if that is not feasible, under head I I propose the following :—

1*st.*—To combine the distillery and outstill systems, *i.e.*, to have all the stills within a certain area enclosed in a walled place, under the charge of a Government establishment. To allow people to distil only within this enclosure under the present lines, *i.e.*, auction-sale system, and not the fixed-duty system. This would prevent the so-called collusion between darogahs and distillers and evasions of payment of duty, and leave people to distil as much as they liked within the capacity of their outstills and in accordance with the requirements of their custom, the Government officials simply seeing that the number of stills and capacity, as in their license, are not exceeded, and the distillers keep themselves within certain statutory hours in their process of distillations.

We could thus at least prevent people from going in for warm liquor and thus exceeding their bounds, and prevent the Kalals from stimulating their custom.

The control on the quantity distilled, on the quality as well, and cost of carriage, would serve to raise the price and make people drink less. The only change in the present system, then, will be that instead of allowing an outstiller to distil in his shop, we ask him to go to a certain distance to do it, and to do it under Government supervision.

2*nd.*—I believe the present system is to raise a revenue by licensing an outstill shop. Under the mixed system proposed, we may license stills and license shops for selling liquor, or have our license for both.

An upset price should be fixed by the Board for the sale of these licenses. In the city of Patna I am told the licensees held out last year and agreed amongst themselves not to outbid each other. The Deputy Collector had thus to knock down the licenses cheap. In the Shahabad district I am told one man has the monopoly of all the shops. This should be prevented by all means, by having distilleries to work under the fixed-duty system, and leaving the Deputy Collector ample discretion te revert to the distillery system in cases of such combination. There should also be sufficient securities taken, and surrender and resale in no cases allowed. The Kalals, I am told, are making very good harvests out of the present arrangement. There is no reason why this suggestion should not be adopted, even if the first be held to be impracticable.

3*rd.*—Considering that the mohwa sells so cheap, it may not be unwise to tax the raw material at so much per maund. The mohwa, I hear, is rarely used for any other purpose than for preparing liquor or as fodder for cattle. The duty on it can be easily levied, with an honest official to superintend, within the enclosure for stills proposed under the first sub-head. I know that the system of taxing the raw materials had been ere long tried; but I think that the system had not had a sufficient trial, for I find that when it was being successfully worked out in this district it was condemned and abolished.

To raise a revenue of 99 lakhs Government, I suppose, spend two lakhs and odd at the present moment; a little more expense on abkari establishment would not be entirely thrown away.

In re-examination.—Figures from Board's Report.

Under the second head I would propose—

1*st.*—The capacity of the stills to be fixed, and to revert, if possible, with mohwa to the size of 10 gallons. It would be easy to introduce this reform under the mixed system proposed; but even if the present system is to be retained, such a change is very desirable in all respects, and one that can be easily introduced with a little supervising establishment.

2*nd.*—The hours for distilling liquors should be fixed. Liquors should not in any case be allowed to be distilled after sunset.

Under the third head I would suggest the following :—

1*st.*—Not to allow drinking in the premises of the outstills, or in any place near to it kept expressly for such purpose.

People generally go beyond their bounds when they drink in outstills, and they are entirely then in the hands of distillers, who easily exercise over them, in their helpless condition, an amount of undue influence. Again, at home they are surrounded by a somewhat healthier influence than at the outstill shops, and the difficulty of getting back to the outstills for a fresh supply of liquor need also to be taken into account.

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2nd.—To leave some amount of control to local bodies in the selection of sites for outstills. There should be no outstill in a village if the punchayet unanimously cry against it. In municipalities the Municipal Commissioners may safely be entrusted with the power of selecting sites.

3rd.—Not to sell liquor to boys under 14 years of age.

The State stands *pro parentis*, and restriction on this head is a duty which the State owes to uncared-for children.

I like to add a word to what I said before in answer to the questions put. The abkari revenue has increased from a trifling amount in 1810 to nearly a crore in 1883. It is thought that this branch of our revenue is yet capable of indefinite expansion, and it is actually expanding under the decentralization (farming) system, under which it is being managed by the Government of Bengal for the Government of India. But sad experience of the last four years ought to teach us that to seek to increase revenue by introducing a cheap liquor system can only add to increase of drunkenness and demoralization of the people.

Note of a visit to the Dariapur and Mossellapur Outstills on the evening of 24th December 1883.

Babu Kedarnath Rai, Munsif; Babu Pareshnath Chatterjea, M.B.; Babu Prakash Chundra Rai, late Excise Inspector; Babu Damrilal, Inspector of Excise, and myself, formed the party. Babu Pareshnath Chatterjea and Babu Damrilal left us at Dariapur.

We first visited Dariapur; we were ushered in that part of the premises where the outstill was, *i.e.*, behind the place in front where they sell liquor. The outstill is a huge oven with a copper vessel (*dekchi*) firmly attached to the top with earth around. Its capacity, from what we heard and saw, cannot be less than three maunds. On it ordinarily two (*mutkis*) mugfuls of fermented mohwa are poured in and the liquor distilled. We were told that the distilled liquors are of the following kinds:—

Khassia	6 gallons distilled liquor in 10 gallons of hot water.
Dobara	5 gallons distilled liquor and 8 gallons of hot water.
2-annas	10 gallons distilled liquor and 3 gallons of water.
4-annas	4¼ gallons distilled liquor and ¾ths gallon of hot water.
8-annas	Distilled liquor out of molasses without any admixture of water.

It was admitted that ordinarily 10 maunds, or 20 mugfuls, are distilled within 12 hours, *i.e.*, 10 processes of distillation go on during the day.

The fermented things in the *mutkis* are said to be thus prepared—

15 seers mohwa.
5 seers lus (goor).
2 gharras, or 12 seers, water.
2 gharras, or 12 seers, of fermented refuse out of the copper distillery vessel.
Total, 1 maund and 4 seers.

Mohwa, we learnt from a Mosellapur man, sells at 9 pansaries for the rupee, and from another credible source that it sells at 1 maund for the rupee; lus (goor), molasses, of the kind mixed at Re. 1-2 per maund.

Each mutki thus costs—

	Rs.	A.	P.
Mohwa, 15 seers	0	6	0
Lus (goor), 5 seers	0	2	3
For 2 mutkis	1	0	6
Establishment charge during the day, Re. 1-14 for each process of distillation	0	3	0
Et cætera (fuel, chowkas, house-rent, *dekchi* hire, &c.) ...	0	1	0
Total ...	1	4	6
The license fee for the Dariapur shop is Rs. 734, or nearly Rs. 24-8 per diem: divided by 10, we have for 2 mutkifuls or one process of distillation	2	8	0
Total ...	3	12	6

The product, 16 gallons khassia, sells at the price admitted, *i.e.*, 3 pice for each quart bottle, *i.e.*, for nearly 96 bottles at Rs. 4-8; but it was admitted that each process of distillation brings not less than Rs. 5 to the distillers. The profit for each distillation is thus

something like Re. 1-4, or about Rs. 12-8 per diem. This is according to the admission of the Kalals themselves.

We questioned some people found drinking in the premises. The first was a Koombar of 50 years of age. His daily labour is only sufficient to make 200 khabras, which sells at 1½ annas each, *i.e.*, 3 annas. This is his daily earning. He had a bottle full of liquor before him, which he said he had bought for 1½ pice. This is his daily portion. Has six people to support, including children (doubtless some of these also earn, though he did not admit this); has been only drinking since the last year; has a debt of Rs. 50.

The next man, too, was a Koombar of 20 years of age. Had a bottle full of liquor before him, which he had bought for 2¼ pice. Has a debt of Rs. 100; has been drinking since last two or three years. Other statements the same.

The third man was a Chamar 60 years of age. Has been drinking since his boyhood; has a son who is a bhoggub, *i.e.*, teetotaller. Between himself and son earns 3 to 4 annas a day; drinks a bottle and a half on alternate days. During the (gallon, *i.e.*) distillery days used to have his drink not so often, but after two or three days. It was inconvenient to get liquor then; it was dear. Had a debt of about Rs. 200.

The next man questioned was a Kahar. Has debts; would not drink so often years ago as he does now.

The fifth man was a chaprassi. Gets Rs. 5 as pay per month; drinks one anna-bottle on alternate days. This he explained he makes out of his bukshish.

There were boys found in the premises, but one explanation or other was found forthcoming as to their presence. No explanation, however, was possible with respect to one about 10 years of age, who came forward with two bottles. The boy, however, was equal to the occasion. He said he had come there to carry liquor in one of these bottles for one Fakirchand, and in the other for a woman, and that he would get two or three pice for the job.

The whole number found in the premises could not be less than 100, and some of them were found in a high state of drunkenness, singing ribald songs and making all kinds of noise.

We then went to the Mosellapur outstill. Found outstill as at Dariapur; found a whole godown full of fermented mohwa, many more than at Dariapur. The man said that in addition to the other kinds he distils one kind called solaseri (16 seers), the nature of which he did not explain to our satisfaction, and which he sells at 1½ annas a bottle; also atseri, which he sells for 3 annas a bottle.

The number of people found here was not so large. The first batch we questioned were three Mahomedans joining together over three bottles of liquor. They were typical of their class; are low class Mahomedans, one of whom said that he was a Syed, the next man a Patan, and the third man a Momin (Jallia). They were all in debt. The Syed was in the habit of drinking from early boyhood, *i.e.*, from his fifteenth year of age. His companions had began quite recently.

The next man was a Kahar. Earns 2½ annas a day; has three people to support besides himself; his wife earns; he spends ½ anna a day on drink; during the gallon days liquor was sweet; it was bitter now; was mixed up with mosallas.

The sircar in charge of the godown gave us some figures. These are given below:—

	Dariapur monthly sales. Rs.		Mossellapur monthly sales. Rs.
April ...	... 1,482	April ...	... 1,322
May ...	... 1,092	May ...	... 756
June ...	... 1,705	June ...	... 1,183
July ...	Not given.	July ...	... 1,178
August ...	... 2,014	August ...	... 1,490
September ...	... 1,197	September ...	... 1,350
October ...	Not given.	October ...	Not given.
November ...	... 1,500	November ...	... 1,223

Statement of Baboo Kedar Nath Roy.

I AM not an inhabitant of this district, but I am here from 1879.

I have had no experience of the sudder distillery system, but I have heard that, except the mode of levying duties, the process of distillation was the same as in outstills. Under the sudder distillery system all the stills used to be within a large compound surrounded by pucka walls, the masonry belonging to the Government. Private parties manufactured liquors in their own respective stills within this compound, and their strength was measured by the excise-officers and taxed accordingly. After the measurement was over, the vendors could take them out with a pass and sell them in retail shops.

I have seen the working of outstills. On the 24th December 1883 Babu Guru Prasad Sen (Vakil), Babu Prakash Chundra Roy (late Excise Inspector), Babu Puresh Nath Chatterji (medical practitioner), and myself made a party, and in company with the present Excise Inspector visited the outstill shop of Dariapur. The process of distillation was explained to us, and we then examined haphazardly seven customers in this shop about their status, about the facility of obtaining liquor now and under the distillery system, and prices of

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liquor, &c. A note giving an account of this visit has been submitted by Babu Guru Prasad Sen to the Commission. We then drove to the Mossellapur outstill shop and examined three customers, and also the distillers and their books. A detailed account will be found in Babu Guru Prasad Sen's note. The general result of this visit was that we found that of all liquors *khassia* (six gallons of spirit with ten gallons of hot water) was generally consumed, and that *dobara* (five gallons of spirit with eight gallons of hot water) was next in consumption; *chowseri, atseri, soloseri,* and *dobara kala,* were very rare. Khassia was sold at 3 pice per quart bottle, and ordinary *dobara* at 4 pice per quart bottle. Of all the 10 persons we examined, only one (a tobacco-maker) was not in debt, but living from hand to mouth; the rest were more or less indebted. On the 27th December 1883 I paid a visit to the *Mitapur* outstill shop in company with the head-clerk of the Excise Commission and examined two customers, both of whom were indebted. About 50 people were in the shop, but they all fled except these two. The vendor or his agent admitted here that he makes *khassia* by mixing 11 gallons of sweet water with 5 gallons of spirit, and that he gets mohwa at the rate of 12 *pansaries* per rupee, and sometimes at 10 or 9 *pansaries.* The quantity of materials used in each process of distillation and its expenditure will be found in the note of Babu Guru Prasad Sen. All the shopmen admitted that throughout the whole day only ten such processes could be performed.

Reasons as to increase of drinking and the grounds to suppose it are given in statement A. The increase is among the lower classes.

I have no personal knowledge of school-boys drinking, but I recollect that I was advised by some friends to withdraw my boys from an institution, on the ground that the elder boys drink with their pocket-money.

In re-examination.—I would rather not mention the name of the school or the boys.

I have seen, as I have mentioned in my statement A, the whole batch of servants of a respectable gentleman of this town drunk and fighting before his eyes. It is a complaint in this town that teetotaller servants can very rarely be obtained. Among servants, coachmen are notorious for their drinking habits.

Among agriculturists drinking is not at a premium, but there are certainly many who drink. Among day-labourers drinking prevails to an excess.

I dare say many *Kaharins,* if not all, drink. On the *Holi* day they must take a draught. Of excessive drinking among women I have mentioned one instance in statement A. We find now and then women of low classes squatting before the outstill shops with an earthen pot in hand, but their number is small.

I cannot say that people who did not drink before have now taken to drink.

The causes to which I attribute the increase of drunkenness I have given in statement B.

As regards the prosperity of the people, and the greater consumption of liquor by them, see statement C.

I have no experience whether the liquor consumed during the sudder distillery system was stronger than it is now, but I find from the official reports that the strength of *khassia* from 1875 to 1882, both under the sudder distillery and outstill systems, is mentioned as 92° below London-proof.

I am not aware which is the more injurious to health, the outstill liquor or the sudder distillery liquor; but I believe strength of the liquor has very little to do with the question, otherwise imported liquors would not have been preferred to country liquors. It is the price of the former which operates as a deterrent.

I have heard of adulteration being made in the *Holi* festival, but with what I don't know. Spices are used now and then.

I have no personal knowledge whether illicit distillation of country spirit existed before the introduction of the outstill system, but I can imagine that when tax was levied by darogahs (who were not highly paid) upon the strength of liquors, they must have smuggled. Of smuggling outside the distillery compound there is not much evidence. If it prevailed at all, it must have been on a small scale. If smuggling by low-paid officers of the Government can be checked, I believe there is not much fear from outside. The returns, however, do not show much improvement. We give them below:—

			Arrests.	Convictions.
1875-76	Patna District	... ...	133	84
	,, Division	... ...	496	386
1876-77	,, District	... ...	96	73
	,, Division	... ...	334	272
1877-78	,, District	... ...	210	155
	,, Division	... ...	458	417
1878-79	,, District	... ...	153	112
	,, Division	... ...	462	354
1879-80	,, District	... ...	124	91
	,, Division	... ...	456	301
1880-81	,, District	... ...	126	101
	,, Division	... ...	624	520
1881-82	,, District	... ...	100	93
	,, Division	... ...	662	601
1882-83	,, District	... ...	110	79
	,, Division	... ...	772	640

I have heard only of one instance of a gentleman getting liquor manufactured at outstills from materials supplied by him to the vendor.

The *Kayasths* of this country (known as *Lallahs*) use country liquor profusely. Only those who have had European education may have had cultured a taste for imported liquor.

I have heard that liquor can be obtained at prohibited hours. I have heard also from Excise Inspectors that liquors are *manufactured* during prohibited hours, but that they have instructions not to prosecute distillers who manufacture thus.

The outstill vendors, I am told, barter for grain in the interior, but instances are few.

Sale on credit seems to be in large practice. Only the other day a woman, hearing that an Excise Commissioner had put up with me, came complaining that her husband's wages are always paid to the distiller in the beginning of the month, and that she does not get a pice from him. She meant that the distiller takes his wages for arrears.

Drinking, as naturally expected in this country, has led many to excess, and also to the use of other drugs. This I show from the consumption of other drugs having increased year by year—*vide* on this point statement D, which gives the return of other excise articles.

The material prosperity of the drinking classes has been so far injured that we find many of the customers to be indebted. The *Kahars* of this country, who drink as a rule to excess, are generally indebted. Poverty among the lower classes of this country is striking to every stranger. There may be many reasons for it, such as low wages, &c., but drinking may be supposed to be one of those reasons.

My suggestions have been given in statement E.

A.

My impression is that drinking has increased among the lower classes of people in this district gradually, but steadily.

My grounds to suppose so are based upon—

(1) Personal experience from 1879.
(2) Larger consumption of country liquor, which I shall support by facts and figures.
(3) Diminution of tari revenue.
(4) Increase of municipal cases or crimes.

Personal experience.—My experience of this district begins from 1879. In the first year I put up for a few months at Dariapur, where there is an outstill shop. I found people drinking, and their number, though certainly striking in comparison to what I saw in Bengal, was not so large as now. In the beginning of 1881 a friend of mine, who had taken up his quarters in the same neighbourhood, was forced to leave it on account of drinking revels at night. During the last three years my gharry was frequently stopped at night on account of the street in front of the outstill shops being blocked up by a concourse of drinking people. The Commission may find this for themselves if they drive between 6 to 9 p.m. through any one of the streets in which an outstill shop may be situated. The news of their arrival has spread, otherwise I am sure they could bear me out on this point. One of these shops, near the railway-station, situated on the street leading to Dinapore, used to be so thickly thronged that no gentleman could drive there with any lady. I had myself occasion to be annoyed at this crowd, and I am told that Mr. Halliday, the Commissioner, once drew the attention of the late Excise Inspector to it, characterising the revels in that street as abominable.

We now also find more drunkards in the streets than what used to be, I am told, in former times—at least than what ought to be. Once in a hot summer night, while taking a walk in the race-course at Bankipore, I found a wife weeping loudly and leading her husband home, after an absence of four days, which he spent continuously in the liquor-shop. But my surprise was extreme when I found, only two months ago, a *Kaharin* maid-servant of a respectable gentleman of this town insensible by excessive drink. The woman had taken leave from her master at midday, and, instead of going home, freely indulged in liquor in one of the shops that fell in her way. Somehow she recollected that she was due at her master's house at 4 o'clock, and was returning, when she fell down insensible in the street. Her father and brother had to convey her home in a *duli*. I also recollect on one of the holidays the whole batch of servants of a friend of mine (who happens to be connected with the Temperance Society and commands much respect in the town) drunk and quarrelling in the very eyes of their master, caring very little for their appointment.

Larger consumption of country liquor.—This follows from two facts—(*a*) cheapness of liquor, and (*b*) increase of revenue. That the revenue has increased while liquor has become cheaper is in itself a proof of a larger consumption, leading to an increased drunkenness. Both the *bhatiara* and the servant were examined in Babu Guru Prasad Sen's house (in the presence of Babu Obhoy Chunder Das, one of the members of the Commission, Moulvie Abdool Jubber, Babu Nobin Chunder Mitter, Babu Guru Prasad Sen, and myself), and stated that during the time of the sadder distillery system *khassia* used to be sold at 6 pice per quart bottle, and *dobara* at 8 pice per quart bottle, and that now *khassia* is sold at 3 pice per quart bottle and *dobara* at 4 pice per quart bottle. On the 24th December 1882 I, Babu Guru Prasad Sen, Babu Prakash Chunder Roy, Babu Poresnath Chatterji, and the present Excise Inspector, formed a party and inspected the Dariapur outstill shop. The *bhatiara* gave the same rates; but an old Chamar, who was examined by us, and who said that he drinks from his birth, gave the rate for *khassia* during the time of the sudder distillery to be 8 pice per quart

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bottle. On the authority of the late Excise Inspector, *khassia* is now sold in many parts of the country at 2 pice per quart bottle, and the *Behar Herald* said only the other day that somewhere in Gya it is sold at 1 pice per bottle.

Mr. Barrow remarked in 1880-81 that "spirit used formerly to be retailed at 8 pice per bottle in Shahabad, but that last year it sold for 4 pice, and that this year a petition has been put in by an abkar asking that a competitor may be restrained from selling at 2 pice a bottle."

Allowing for difference of opinions, there can be no doubt that the price of country liquors has fallen at the rate of 50 per cent.

The revenue has, on the other hand, increased at the rate of 50 per cent., as the following figures will show :—

	Revenue in Patna District. Rs.		Revenue in Patna Division. Rs.
1875-76	2,90,452	Represents the revenue of the sudder distillery time ...	6,84,505
1876-77	2,89,397		7,04,262
1877-78	3,08,498		7,39,346
1879-80	3,60,451	Represents the revenue of the outstill system ...	9,61,448
1880-81	4,78,912		13,98,435
1881-82	4,67,584		16,33,167
1882-83	4,45,668		16,75,363

It will appear from the above that if we compare the revenue of 1882-83 with that of 1875-76, in six or seven years the revenue for the Patna district has almost doubled, while for the Division it has almost trebled. In 1877-78 the central distillery system was in its full swing, in 1878-79 the outstill was partially introduced, and from 1879-80 to 1882-83 the outstill system has been in full force. Comparing the revenue of the best year of the central distillery system, viz. 1877-78, with that of the best year of the outstill system, viz. 1880-81, we find the revenue to have increased by one-half. The decrease in the Patna district in 1882-83 is attributed to the large reductions made in the number of outstills, but it will be seen that for the whole Division the revenue has considerably increased.

But we have also evidence of actual consumption, which show beyond doubt a considerable increase. There can be no doubt that *khassia* is more generally used by the people. Out of ten persons we examined on the 24th December, only one was found to have taken *dobara*, and the *bhatiara* admitted that *khassia* was the largest consumption. Taking, therefore, 75 per cent. as consumption of *khassia*, *dobara* and other kinds of liquor may represent the remainder. The calculation may be thus made:—

Khassia sold at ... ... 3 pice per quart bottle.
Dobara „ ... ... 4 „ „

Total ... 7 pice.
As other kinds are rarely made, we may allow ... 2 „ for them.

3 | Total ... 9 „

3 „ would be the average price of each quart bottle.

∴ For annas 4½ = 1 gallon.
For Re. 1 = 4 gallons, making allowance of all sorts.

This, it should be borne in mind, is an approximate calculation, and I find that Mr. Worsley, who took some pains to collect figures in 1880-81 to show comsumption of country spirits, also found a gallon selling for 4 annas on an average. To make the calculation more accurate, we would even take three gallons per rupee. The gallons consumed during the outstill system would be according to this calculation as follows:—

	Patna District. Revenue. Rs.	Gallons.	Patna Division. Revenue. Rs.	Gallons.
1879-80	3,60,451 × 3	= 10,81,353	9,61,448 × 3	= 28,84,344
	3,60,451 × 4	= 14,41,804	9,61,448 × 4	= 38,45,792
1880-81	4,78,912 × 3	= 13,36,736	13,98,435 × 3	= 41,95,305
	4,78,912 × 4	= 19,15,648	13,98,435 × 4	= 55,93,740
1881-82	4,67,584 × 3	= 14,02,752	16,33,167 × 3	= 48,99,501
	4,67,584 × 4	= 14,70,336	16,33,167 × 4	= 65,32,668
1882-83	4,45,668 × 3	= 13,37,004	16,75,363 × 3	= 50,26,089
	4,45,668 × 4	= 17,82,672	16,75,363 × 4	= 67,01,452

The revenue of each of these years we have obtained from the official reports: that multiplied by three or four gallons (which we can obtain per rupee) would give an approximate consumption. *Patna.*

Let us now place in juxta-position the gallons consumed in the distillery years. They are given in the official reports:—

	Consumption in Patna District.		Consumption in Patna Division.
1875-76	10,10,549	Gallons consumed under the distillery system.	18,92,538
1876-77	95,04,421		17,64,305
1877-78	9,34,955		16,29,689
1879-80	10,81,353	Gallons consumed under the outstill system.	28,84,344
	14,41,804		38,45,793
1880-81	14,36,736		41,95,305
	19,15,648		55,93,740
1881-82	14,02,752		48,99,501
	14,70,336		65,32,668
1882-83	13,37,004		50,26,089
	17,82,672		67,01,452

It should be added that the consumption shown from 1879–82 cannot be below the figures we have given, because the Government revenue is assessed upon license fees, and no vendor would take a license at a rate which his sales would not pay. It should be presumed that the license fees are less than the profit of the vendor, otherwise why should he keep his shop? Now, if on a calculation of the revenue upon license fees the consumption appears, as shown above, to be large, how much more the consumption must be when we take into account the actual profits of the vendor.

In our investigation of the 20th December 1883 we collected the following account of the profits of each month of last year in the outstill shops of Dariapur and Mossellapur:—

	Dariapur. Rs.	Mossellapur Rs.
April	1,482-8	1,322
May	1,072	756
June	1,705	1,183
July	Not given.	1,178
August	2,014	1,490
September	1,199	1,350
October	Not traceable.	Not traceable.
November	1,500	1,223
6 Total ...	8,972	7 Total ... 7,482
Average per month ...	1,495-2	1,068-6

This income is nett, exclusive of the establishment and other expenses, the price of mohwa and goor being not excluded.

The *bhatiara* said that the still could produce, if continually working, only ten distillations in a day. Mohwa could be obtained, said the *bhatiara* of Mitapore, on the 20th December 1883 at the rate of 12 *pansaries* per rupee. We may therefore calculate as follows:—

Expenditure.

	Rs.	A.	P.
For each process. Mohwa ...	0	6	0
For each process. Goor ...	0	2	3
Total ...	0	8	3
For ten such processes in a day	5	4	0
For one month	157	8	0

Income.

	Dariapur. Rs. A. P.	Mossellapur. Rs. A. P.
Average income, exclusive of establishment expenses and fuel	1,495 0 0	1,069 0 0
Deduct license fee ...	732 0 0	732 0 0
Balance ...	763 0 0	337 0 0
Deduct expenditure as on the left hand	157 8 0	157 8 0
	605 8 0	179 8 0

Adding the average income of both the shops, the average profit per month is Rs. 392-8, *i.e.*, more than half of the license fee of the vendor. Now, if the consumption calculated upon the license fee has been as large as shown above, the actual consumption should be considered as much more by one-half.

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I annex below a comparative statement showing the consumption of country liquors for three years in Peary Bhatiara and in Moradpore and Backergunge shops. I have obtained these figures from an experienced officer of the Excise Department. All these three shops are situated in three populous portions of the city:—

Peary Bhatiara (City Patna).

Months.	Gallons consumed in 1878-79.	Gallons consumed during 1879-80.	Gallons consumed in 1880-81.	Remarks.
April	626	709	2,599½	The figures of the first two years have been procured from Begumpore distillery shop books, now in the custody of the darogah; the figures for the 30 years have been collected from the pucca book of the vendors.
May	248	405	1,564	
June	273	570	2,121½	
July	821	795	8,041¾	
August	703	609	2,220	
September	619	1,093	2,411	
October	790	1,416	2,481½	
November	622	1,040	2,346	
December	710	1,044	2,176½	
January	785	1,273	23,176½	
February	598	1,337	2,361½	
March	1,069	1,546	2,640	
Whole year ...	7,864	11,637	28,289	

Moradpore and Backergunge (Bankipore).

Months.	Gallons consumed in 1878-79.	Gallons consumed during 1879-80.	Gallons consumed in 1880-81.	Remarks.
April	557 + 366 =	923	1,763½	The figures for 1879-80 collected from the distillery book; the figures for 1880-81 from the pucca book of the vendors.
May	318 + 193 =	511	1,261½	
June	396 + 471 =	867	2,274¼	
July	784 + 939 =	1,723	2,998¼	
August	596 + 756 =	1,352	3,999	
September	796 + 1,021 =	1,877	3,801¼	
October	824 + 962 =	1,786	4,185¼	
November	1,167 + 876 =	2,043	3,635	
December	957 + 688 =	1,639	3,479½	
January	1,007 + 647 =	1,654	3,683¼	
February	999 + 762 =	1,761	3,755	
March	1,352 + 619 =	1,971	4,637	
Whole year ...		18,047	39,472¾	

These figures conclusively show that the consumption in 1880-81 had increased in the city by about four times in three years, and by more than double in two years.

While consumption has thus increased by double, treble, or four times in the district, the population has increased only at the rate of 74·80 (both sexes) and 13·76 (males) per cent. since 1872. When we recollect, however, that children below 12 years are prohibited from drinking, and that 12 years have not yet passed since 1872, we may even consider for the purpose of calculation that the population has been stagnant.

We shall now see the revenue per head payable on account of liquors. Only the low classes of Mahomedans drink, and their number is also small. We would therefore exclude the Mahomedan population altogether. From the Hindu population, again, we should exclude class I (Brahmins) and class II (Rajputs), who never touch liquor in this part of the country. The remainder may be summed up thus:—

	Patna District.		Patna Division.	
	Both Sexes. No.	Males. No.	Both Sexes. No.	Males. No.
Class III	1,420,763	697,055	11,201,237	5,485,699
Deduct Babhans, who do not drink	121,381	61,465	750,304	375,430
Balance ...	1,299,382	635,590	10,450,933	5,110,269
Class IV	193	113	211,173	104,324
Do. V	4,791	2,819	34,099	18,728
Do. VI	3,941	1,968	47,843	23,127
Total ...	1,308,207	640,520	10,743,948	5,256,448

Upon this population if we distribute the revenue of the whole year, the revenue per head stands thus:— *Patna.*

	Patna District.		Patna Division.	
	Both Sexes.	Males.	Both Sexes.	Males.
1880-81	·36	·74	·13	·26
1881-82	·35	·72	·15	·31
1882-83	·34	·69	·16	·31

Taking 1880-81 of the Patna district, the percentage means that every head (man and woman) pays a tax of 5 annas per year for liquor. This includes the children too. If we exclude the women, every male person pays a x of 11 annas 3 pies a year for liquor. This also includes the children. It is needless to add that the percentage is very high.

Diminution of tari revenue.—This shows that the toddy drink has been superseded by the *daru* of the outstill. The return below shows the falling off:—

		Patna District.			Patna Division.	
		License. No.	Revenue. Rs.		License. No.	Revenue. Rs.
1874-75	...	3,718	92,550	During sudder distillery system.	14,604	3,90,493
1875-76	...	3,832	94,382		14,456	3,86,779
1876-77	...	3,798	99,000		14,120	4,00,316
1877-78	...	3,724	95,852		14,377	3,99,256
1879-80	...	3,752	94,544	During outstill system.	13,691	3,82,473
1880-81	...	3,761	90,519		13,482	3,84,600
1881-82	...	3,713	96,411		13,479	4,65,245
1882-83	...	3,684	90,518		13,504	3,93,164

Increase of municipal cases or crime.—I regret I had not sufficient time to collect statistics on this point, but I find Mr. Metcalfe, Collector of Patna, reporting in 1880-81:— "Judging from the results in the Patna Municipality, where convictions from drunkenness have increased, there can be no difference of opinion that drunkenness has increased in proportion to the cheapness of the liquor.

From the questions of the Commission, it appears to me that no distinction has been made (and properly so) between increase of drinking and increase of drunkenness. In fact, there should be no such distinction, because anybody in this country who begins by drinking ends by running into excess.

B.

I attribute the increase of drinking to the following causes:—

(1) Cheapness of country liquor.
(2) Facility in obtaining it.
(3) Permitting people to drink in the premises of the outstill shops.
(4) Poverty or disappointment or indebtedness.
(5) The situation of the outstill shops on the streets.

I have already observed that liquor now sells at half its former price, if not at a lower rate. The *bhatiara* who was examined in Babu Guru Prasad Sen's house, when asked why does he sell at a cheaper rate, said "otherwise *gharib lok* cannot afford to drink." The old Chamar who was examined on the 24th December 1883 in the Dariapur outstill shop said that in the days of gallon (by which he meant the central distillery system) he could not indulge in drink frequently, because he had to bring liquor from a distance. The present system places liquor within the easiest reach of every person, and affords a temptation to persons who may not ordinarily be inclined to drink.

Allowing persons to drink in the premises of the shop has a good many things to be said against it. A man in his sober moments may not drink to excess, but when he is allowed to drink in the shop he becomes soon intoxicated, and may go on drinking till he is involved in debt. If he had carried his portion home, there might be a hundred influences of the wife, children, and others preventing him from running into excess.

So poor are the people of this country that many of them live on half a pice worth of *chatua* in the morning. I know of one bearer in the employ of a certain gentleman who was involved in debt and lived in this way. Ultimately he changed *chatua* for *daru*.

Of the ten persons examined on the 24th December 1883 in the Dariapur and Mossellapur outstill shops, nine were indebted. Whether drinking led them to debt, or indebtedness led them to drink, we cannot say; but so much is clear, that prosperous people do not ordinarily drink. On the 27th December 1883 I examined two men in the outstill shop of Mitapore, and both of them were found to be indebted.

Patna. *C.*

It has been said that increase of drinking is partly due to the prosperous condition of the people. There are two classes who should be mainly considered, viz. the day-labourers and the agriculturists. A plentiful crop may be a matter of congratulation to both, if the day-labourer works by wages in money and not in kind, and the agriculturist or the ryot pays rent reserved in money, but not in kind. If the day-labourer works for grain, the falling off of the market does him little good, while the ryot suffers because he gets in exchange less money. If the market rises, such a labourer does not loose, while the ryot gains, because he gets more money. Whatever may be the rule of wages in the towns, there can be no doubt that in the interior of this part of the country wages are paid in kind. At harvest time the labourers are remunerated by a percentage of the crop reaped—one sheaf for every sixteen is said to be a rural proportion. Three seers of grain per diem is the usual rate of wages for ploughing and reaping; and such is the reverence for custom that this rule has not been changed, I am told, for a good many years. When wages are paid in this way the market seldom affects the condition of the labourer. He can earn only a quantity of grains barely sufficient to maintain himself and his family throughout the year. When the market falls it gives him no advantage. Whatever he may spare after feeding his family brings less money. If the market rises, it imposes upon him no hardship. He is sure to get his quantity of grains; and if he can spare anything out of it, it will fetch him more money. As for the agriculturist or the ryot, the rise of the market is to his advantage, and the falling off only makes him a loser. A plentiful crop is good for him when he pays money rent. In that case he can dispose of bad grains after feeding himself and his family, to advantage or disadvantage according to the market. When he pays rent in kind, the landlord will screw out of him $\frac{9}{16}$ths as his share, and out of the remainder he will have to pay the fee of the gomasta, putwari, barabil, &c., with a fixed percentage of his share, till finally he may think himself fortunate if he carries $\frac{5}{16}$ths of the produce as his own. Out of this share he has to pay his oilman, his washerman, and barber, &c., so that in plenty or scarcity he can hardly obtain a quantity sufficient to maintain himself. He is ill-fed, ill-clothed, and involved in debt. Yet payment in kind is the rule, and not an exception, in Behar, both for the ryot and the day-labourer. In the Gyuspore pergunnah of this district this custom prevails extensively. Prosperity in the sense of saving does not obtain among both these classes, viz. labourers paid by grain and ryots paying in kind.

As for the labourer whose wages are reserved in money, the cheapness of grain and rise in wages may certainly give him a margin for profit which he may use in drink. The following prices of the food-grains will, however, show that there has not been so much cheapness during the last five years as to mark them as prosperous, as distinguished from the previous five years. We leave 1882-83 out of consideration, because we have not up to this time obtained the Government price-list :—

Patna District.

Years	Common rice.		Wheat.	
	S.	c.	S.	c.
1881-82 ...	23	3	19	2
1880-81 ...	21	9	20	8
1879-80 ...	15	4	13	14
1878-79 ...	14	8	13	5
The average of four years from 1878-81 ...	18	10	16	11

Patna District.

Years	Common rice.		Wheat.	
	S.	c.	S	c.
1877-78 ...	16	3	17	7
1876-77 ...	20	7	21	3
1875-76 ...	20	3	25	3
1874-75 ...	17	12	17	5½
1873-74 ...	17	12	17	5½
1872-73 ...	24	5	16	11
The average of four years from 1874-77 ...	18	10	20	4

It will appear that while 1874-75 was a famine year, there was a corresponding rise of prices in 1878-79. Both these figures are Government figures. Though 1882-83 was a cheap year, yet rice according to our experience was not sold at a higher rate than 22 seers per rupee, and in 1872-73, *i.e.* only one year before the famine, it was sold at 24 seers per rupee. In 1879-80 the price was high, and if in 1880-81 it fell off, it did not differ much from the price of 1876-77. Yet 1876-77 shows a much smaller consumption of liquor under the distillery system than the consumption of 1880-81 under the outstill system. It would follow that increase of drunkenness has no connection with the plentiful crop or the market of the year.

As to wages in money, my own experience from 1879 to this time is that it has not changed. We get a labourer now at 2½ annas per diem, and rarely at 3 annas per diem, and this was the rate in 1879. What was the rate before 1879 I do not know, but the general impression is that it has risen by 2 pice. Opinions differ as to the time from which

this rise took place. An old friend of mine tells me that it has risen from the famine year, *i.e.* 1874, and this is very plausible. He says that on account of the famine the day-labourer's and the servant's wages were enhanced, but since they have not been reduced to their normal rate. I find Mr. Hunter gives the rate of wages in Patna for 1871 to be from 2 to 3 annas. The Government give the rate for 1874-75 at 1½ annas to 2 annas per diem, and for 1875-76 2½ to 3 annas. In 1876-77 and 1877-78 the wages were considered as extremely low—barely sufficient to furnish the labourer with means to support himself. It is not material when this increase by 2 pice commenced. If in 1877-78 the labourer could barely feed himself by his wages, an increase of 2 pice, even if it begun in 1878 or 1879, can only give him a sufficient quantity of food. I am disposed, however, to consider that the wages rose in 1874. The rise can therefore hardly explain the large increase of consumption in later years. *Patna.*

As to the ryot who pays money rent, he seems to be rack-rented, and his crops, after paying the rent, can hardly give him money to indulge in drink. The decline of the price puts him at a disadvantage.

I would close this point with two remarks—(1) There seems to be a fallacy in the very statement of the prosperity theory. It presumes that a native of this country who drinks can distinguish between his necessary expenses and his surplus income. For such a man why should we think that he would spend his surplus in liquor or drugs? Why should we not think that he would have hoarded it up in the agricultural banks had not outstill shops tempted him to use it? At the least, should it not be prudent to remove the temptation from his way? (2) Does anybody believe that as a matter of fact men of prosperous condition frequent these shops? On the contrary, are not indebted people found there? In our inspection of the 24th December 1883, of the ten persons examined among the customers haphazardly nine were indebted, and on the 29th December the two whom I examined in the Mitapore shop were indebted.

D.—Comparative Statement of Consumption of Country Liquor and other Drugs.

Excise Article.	Patna District and Patna Division.		1880-81.	1881-82.	1882-83.	1875-76.	1876-77.	1877-78.
			G.	G.	G.	G.	G.	G.
Country spirits ...	Patna District ...	Consumption ...	1,436,736	1,402,752	1,337,004	1,010,549	978,421	934,955
	Patna Division		4,195,305	4,809,501	5,026,089	1,892,538	1,764,305	1,629,689
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
	Patna District ..	Revenue ...	4,78,912	4,67,584	4,45,668	2,00,452	2,89,297	3,08,493
	Patna Division ...		13,98,405	16,33,167	16,75,363	6,84,596	7,04,262	7,39,346
			L.	L.	L.	L.	L.	L.
Tari	Patna District ...	Consumption ...	3,761	3,713	3,684	3,892	3,798	3,724
	Patna Division ...		13,482	13,479	13,504	11,456	14 [illegible]	14,377
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
	Patna District ...	Revenue ..	90,519	96,411	90,518	94,382	90,000	95,852
	Patna Division ...		3,84,000	4,65,245	3,93,164	3,86,779	4,00,316	3,99,256
			M. S. K.	M. S. K.	M. S. K.	L.	L.	L.
Sidhi and bhang	Patna District ...	Consumption ...	124 38 0	116 19 4	110 1 8	40	43	44
	Patna Division ...		303 38 0	335 37 0	.....	130	136	151
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
	Patna District ..	Revenue ...	5,146	4,759	5,274	1,433	1,501	1,500
	Patna Division ...		10,759	12,496	13,403	3,872	4,583	4,618
			M. S.	M. S.	M. S.	M. S.	M. S.	M. S.
Ganja ...	Patna District ..	Consumption ...	365 28	561 38	544 6	457 22	384 22	626 14
	Patna Division ..		1,246 30	1,751 8	1,522 21	1,843 0	2,135 0	2,381 33
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
	Patna District ...	Revenue ...	66 472	80,894	1,21,454	51,928	47,966	75,380
	Patna Division ...		2 45,970	2,74,194	3,83,852	2,51,203	2,40,493	2,99,482
			M. S.	M. S.	M. S.	M. S.	M. S.	M. S.
Opium ...	Patna District ...	Consumption ...	15 29	18 30	25 30	10 29	11 28	9 0
	Patna Division ...		25 15	30 16	48 35	15 8	18 26	14 28
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
	Patna District ...	Revenue ...	6,915	7,740	10,444	3,754	4,595	3,573
	Patna Division ..		13,052	14,859	19,648	5,329	7,054	5,755
			L.	L.	L.	L.	L.	L.
Maddut	Patna District ...	Consumption ...	7	10	10	7	9	5
	Patna Division ...		17	28	32	18	18	16
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
	Patna District ...	Revenue ...	477	549	632	270	332	248
	Patna Division ...		1,159	1,222	2,042	749	1,152	904
			L.	L.	L.	L.	L.	L.
Majum	Patna District ...	Consumption ...	32	32	23	31	31	31
	Patna Division ...		45	45	36	54	52	53
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
	Patna District ...	Revenue ...	1,448	1,074	1,343	725	812	820
	Patna Division ...		1,629	1,338	1,614	865	1,008	1,[illegible]54

E.

My suggestions are twofold—

I.—(1) To remove all the stills into one enclosure, like that of the sudder distillery, and to prohibit distillation outside the compound of that enclosure. All the licensed vendors shall have to erect their stills in this enclosure, and to distil liquor within it. There should be one such enclosure in the city, and one ineach sub-division.

Patna.

(2) To assess duty, not upon gallons of liquors distilled, as under the central distillery system, but upon the stills. The stills might be, however, sold by competition if upset price would not do.

(3) To regulate the capacity of the stills for the whole day and night.

(4) To allow licensed vendors or strangers to open retail shops outside the compound. They will have to carry liquor from the distilleries in the enclosure.

(5) To prohibit drinking by the customers in the premises of the shops.

(6) Whether customers should be allowed to purchase liquor from the distilleries in the enclosure may be considered. I am not for allowing them to purchase, but if they be allowed, I would prohibit their drinking in the compound.

This proposal, it should be recollected, is not the central distillery system, for under that system distilled liquors used to be assessed according to their strength by the darogahs, and this might have afforded an opportunity for smuggling on an extensive scale, the darogahs not being highly-paid officers. By assessing the duty upon stills, we provide a sufficient check against smuggling in collusion with subordinate excise-officers. It may be said that the proposal is in effect the outstill system. So much the better. I consider the proposal as a compromise between the two. By removing the stills in that compound—(1) we make liquors less accessible to customers. At present they are almost at their doors. If the liquors in the shop be consumed, fresh orders will not be supplied so very readily, the distance of the retail shops from the distillery compound intervening. (2) The liquors will lose their flavour or freshness, and thereby will not be over attractive. (3) The shopmen will have to carry them from a distance, and therefore sell at a higher price. By regulating the capacity of the stills we are not required to keep watch upon distillation, while the police-officers may prevent drinking in the compound. By prohibiting drinking in the premises of the shop we place the drunkard under the counter-influence of his wife and children. By concentration we make the work of the Excise Inspector easier. One or two gentlemen who want fresh liquors with spices may give orders to the licensed vendors. By orders to the licensed vendors they can get *khara* liquor without any chance of exposure.

II.—Failing in my first proposal, I would propose the following regulation :—

(1) To sell stills not by competition, but by upset price. Competition brings on collusion and compact.

(2) The upset price must be fixed according to the demands of the place by the local body hereafter mentioned.

(3) In no case to allow re-sale. Where no one comes forward for the upset price, it should be presumed that there is not sufficient demand in the place for liquor.

(4) To prohibit re-purchase by the licensee who resigns, even if he afterwards offers the upset price.

(5) To regulate the capacity of all the stills by one or two common standards, and to distribute them according to the orders of the local body hereinafter mentioned.

(6) To decrease the number of outstill shops and allow each a larger area than at present.

(7) To prohibit manufacturing after certain hours. I understand that there is a rule to this effect, but the Board's instructions are not to prosecute when the rule is broken. This condition may not be necessary if the capacity of the stills might be regulated according to the demands of the place.

In re-examination.—Information received from Babu Prakash Chandra Roy, the late Excise Inspector, and Damrilall, the present man, also said on the day we made our inspection of the outstills that we had demi-official instructions not to prosecute in cases when distillations were made out of hours.

This was in answer to a remark made by me that it was evident that distillation was going on after hours in that particular outstill. Our visit was at 7-30 p.m., and we saw the fire alight and distillation going on.

(8) To prohibit drinking in the premises of the shop. It may be said that under this condition a man who wanted a glass of liquor would be compelled to buy a bottle. Such an argument would be inconsistent with the prosperity theory, because when a man would indulge only upon the surplus of his income, he would refuse to buy more than he can spend, and I believe in his sober moments it is very reasonable to suppose that he will have that much of his sense.

(9) To introduce any measure that would make the existence of a shop in a given locality dependent upon the votes of a certain proportion of the residents or rate-payers in the city. In the interior it will be difficult to obtain the real expression of opinion of the residents or rate-payers on the subject. For the interior I would therefore give the power to the Central Board now proposed to be established under the local self-government scheme, or the power may be given to the sub-divisional municipality.

(10) To transfer the power of granting licenses from Collectors to Municipalities. The Commissioners will in the city go by the votes of the majority of the residents of each locality

(11) To provide that every shop, except in town, should be at the distance of half a mile from a street. This condition I propose of course as an alternative to condition (8). It will save casual travellers from the temptation to drink, as well as keep the atmosphere of the village to some extent unvitiated.

Statement of Syed Mujtbur Rahman, Manager, Court of Wards, Patna. Patna.

I AM not an inhabitant of this district, but have been a resident for 11 years. I have some experience of the working of the sudder distillery and outstill systems. I had been in charge of all the distilleries in the Nowada sub-division, Gya, in 1876 in my capacity as Sub-Deputy Collector for about 10 months. I have been an Excise Inspector of the North Gangetic districts, Patna Division, for about 17 months, from August 1880 to December 1881, during which I visited almost all the outstills in that part of the country. In my present capacity as Manager, Court of Wards, Patna, I visited several villages in the Behar sub-division.

When the sudder distillery system prevailed, people used to have recourse frequently to illicit distillation; many of the cases were beyond the control of the detective officers. Under the present system such cases have almost become unknown, for the outstillers themselves look after such things for their own interest. In fact they have become so many detective officers. As regards the income of the Government, the figures themselves will tell the results.

Drinking has increased owing to two causes—firstly, the material prosperity has increased owing to good harvests during the last few years since the famine; increase of trade owing to better communications, such as Tirhoot State Railway, Gya State Railway, and, above all, better roads: secondly, the cheap price of liquor has now induced those men to drink who formerly could not afford to pay. For several months I tested the outstill liquors by hydrometer and thermometer. The retail price has been reduced owing to competition among the vendors, whose outstills are closely situated.

Drinking has increased among the classes I name in order, viz., day-labourers, servants, agriculturists, and lower class women. No case of school-boy came to my notice. The increase, I think, has been three times on the whole. (This point I never thought before—I mean the extent of increase.)

The day-labourers are much affected, say five times, by the habit of drinking. Next to them the middle-class men, who formerly could not pay for the imported spirits as well as distillery liquor. The low-class women, such as Neltivs, Moserrin, Dosadin, &c., who formerly could not afford to pay, now drink to a certain extent.

The last five years have been on the whole prosperous in this district; this has been one of the chief causes of increased consumption of liquor.

Correct answer as to the retail prices of liquor can be given from my diaries in the Commissioner's Office. I do not remember, perhaps the price has been reduced to half or even one-third.

The liquor consumed by the people under the distillery system was certainly stronger than it is now; but even liquor of equal strength is now sold at low price.

The question whether outstill liquor is more injurious to health than the sudder distillery liquor was particularly enquired into by me, but I could not find any evidence against the outstill liquor. At every outstill I enquired from the drinkers whether dhatura or other poisonous substances were used in the liquors, but their answers were always in the negative. But I often heard from others that such practices prevailed not only in regard to liquor manufactured for use in the *Holi* or other festivals, but generally.

Pachwai is unknown here. The consumption of tari has diminished to a certain extent. This can be well ascertained from the figures of tari revenue.

Many cases in which zemindars and people of richer classes got their liquor manufactured at outstills from materials supplied by them came to my personal observation, *i.e.*, from my enquiry from the vendors.

The outstill system has led to an increase in drinking among the upper classes, if upper classes mean middle-class men. Those who are very rich use imported spirits more than the outstill liquors, which when used by them are manufactured under their orders or from the materials supplied by them.

Generally in very few cases liquor can be obtained at precluded hours; but it can be so obtained during the Holi, Mohurrum, and other festivals, as well as places where fairs (*mêlas*) take place. Sometimes liquor is supplied in exchange for grain and clothes, but not ornaments.

The moral effects of drinking on the people are certainly bad. There is no peace in quarters where there are several drinkers. They make a noise during the night, pick quarrels with their neighbours for nothing, commit theft, &c., under the influence of liquor, use obscene words, the women become shameless, &c., and their examples become the cause of ruin to others.

I do not think the material prosperity of any particular class has been injuriously affected by the habit of drinking. What the labourers earn they expend, whereas they could save something, as they now earn more owing to demand of labour. The agriculturists are now rather better off, and therefore they drink, &c.

The sudder distillery system will not do. It was much tried and found wanting. Illicit distillation often had taken place. The revenue had been much affected. Neither does the outstill system suit well. It increases the drinking propensity of the people. It may be modified. Decrease the number of outstills and increase the detective officers. In almost all important villages there exist the punchayets: make them responsible to a certain extent. This system may work well.

My note is not at all exhaustive for want of time. My records, might furnish the results of my personal enquiries, in which I devoted much time and labour.

Patna.

Statement of Babu Prakash Chandra Roy Chowdhuri, Head Assistant in the General Department, Commissioner's Office, Patna.

I AM not an inhabitant of this district, but I was Excise Inspector of the Patna Division for four years. I have had some experience of both the sudder distillery and outstill systems.

My impression is that the consumption of country spirits has been increasing from year to year. I have seen more people under the influence of drink during the last four or five years than before. These facts came under my personal observation.

The increase of drinking has been chiefly among the lower classes; I cannot say to what extent. Amongst domestic servants I have known more people drinking and drunk now than I did before. There has been an increase of drinking among the day-labourers, especially in towns, but there has been no increase among Brahmins, Babhans, Rajputs, Koeris, and Mahomedans. As regards Kayasths, Kahars, Dosads, Doms, &c., there has been an increase of drinking.

I do not know that any class of people who did not drink before have now taken to the habit of drinking.

The causes of increase of drinking and drunkenness are—

(1) Cheapness of liquor, as incidence of duty per gallon and cost of manufacture is less.

(2) Warmth of liquor, because people now get warm liquor in the outstills.

(3) Facilities afforded by the size of the outstill enclosures. The people have now greater facility to drink on the premises than before. The old liquor-shop under the sudder distillery was a mere enclosure of verandah, while now the outstill has a large compound.

(4) Facility of getting liquor now being greater than before.

The receiver into which the liquor falls from the retort has a certain quantity of water placed in it. The mixture of water with the liquor is made at this stage, *i.e.*, when the liquor is hot and fresh from the still, because it is found to be more palatable when made in this manner. The mode of mixing the liquor with water is not peculiar to the outstill system, but was prevalent during the sudder distillery system also. If, however, pure liquor was wanted, the first outpourings of the still were drawn off in separate vessels.

I do not see any change in the circumstances of the people for the last four or five years. The prices of the better class of spirits remain the same. *Khassia* or *dokani*, the weakest liquor ordinarily in use, is sold cheaper now than before. Formerly in the interior the average price was one anna, and in the town one anna and a half per quart bottle; now the price is three pice to one anna in town, and in the interior one to three pice, Goruckpuri.

The strength of the liquor is the same, but prices are lower.

I have reason to believe that the liquor now distilled in outstills is more deleterious than that distilled in the sudder distillery, because I got complaints from drinkers that the outstill liquor was not so palatable as sudder distillery liquor. It was pungent and gave a headache. I then made enquiries, and found on two occasions *nux-vomica* (kuchila) in the small channel under the lid which catches the liquor after condensation. Of these two cases one occurred at Shahabad and another at Patna. The outstiller at Shahabad was prosecuted and conviction obtained. In the Patna case a report was made to the Magistrate, and police enquiry was ordered. The police report supported my statement, but there was no prosecution. I cannot say whether the abkari license in the Shahabad case was cancelled. A Kalal in the Gya district informed me that dhatura was used in the wort, but I enquired and found no evidence. My informer gave me no details as to the mode in which dhatura was mixed. Bakar, as far as I know, is not used in the Patna Division. I have never heard that on special occasions dhatura is used.

I have heard from *possees* and other people that tari consumption has been affected by the introduction of outstills. The conclusion I came to was that the consumption of tari among the lower classes has actually decreased. The revenue has not fallen in proportion, because the upset price of shops has been raised.

At *Madhubani*, in the Durbhunga district, I made enquiries in 1879-80, and came to the conclusion that a considerable amount of liquor was brought in from the Nepal territory. Outstills had been placed along the border to counteract the smuggling while the sudder distillery system was in force, but this had been only partially successful, because our shops were let for a higher rate than those on the Nepal side, and consequently the Nepal liquor undersold ours. Another reason was that the prices of materials and fuel were less. There were also less restrictions and interference on the Nepal side than in our shops.

The above statement applies to the Sitamarhi sub-division and north portion of the Motihari sub-division in Chumparun district. The illicit liquor is not brought more than three or four miles from the Nepal frontier.

I made enquiries in the *Gopalgunge* sub-division, in the district of Sarun, about the competition of liquor with Goruckpore, and found that the liquor made in a central distillery and sold in a shop on the border was underselling our outstill liquor. This was owing to the incidence of duty being less. I believe there was a kind of monopoly in that district. I made several enquiries in Buxar, in the district of Shahabad, and at Bullia, when in the

Ghazipore district, and found that the liquor from Baha was underselling ours. This enquiry had been made before the sudder distillery at Buxar was abolished, and it led to shutting up that distillery at Buxar. I also made enquiries in that portion of the Shahabad district adjoining the Benares district since the outstills were introduced in the Bhabooah sub-division, and found that the sudder distillery liquor from Benares was underselling our outstill liquor. The liquor-shop in the Benares district, which competed with our outstill, has since been closed. I also ascertained that liquor was brought in from Mirzapore district to Chand, in the Bhabooah sub-division, since the introduction of the outstill system. At that time there was, I think, a sudder distillery with a monopoly in Mirzapore.

I believe illicit practices are now less under the outstill system, because the prices are now low. I have had no experience of illicit distillation.

I have heard thus much of the corruption of distillery darogahs that they used to pass out spirits untaxed, and that all of them became rich.

I have heard that it is a common practice here that whenever zemindars or well-to-do people want liquor, it is obtained by them in two ways, viz. in one case the zemindars or well-to-do people supply materials for the liquor, and the abkar charges them for labour only, and in the other the abkar gives the materials but charges them less in consequence of a large quantity being taken at a time.

The English-speaking Kayasths have not been affected by the outstill system, which has led to an increase of drinking among the vernacular-speaking people of that caste.

Spirits can be obtained at forbidden hours. Spirits are sold in exchange for grain. I prosecuted people at Gya for exchanging liquor for grain, and got convictions. I know nothing of ornaments being exchanged for liquor. I have not known any case in which personal property has either been given in exchange for liquor or pledged. Liquor is sometimes sold on credit.

The licensee of *Chutka* outstill, Mannu Lall, was an old abkar, and has had experience of both the sudder distillery and outstill systems. He has given me the following details of expenditure for distilling one *guli* or *jar* of wort, consisting of 20 seers of mohwa and 20 seers of choa:—

Under the Sudder Distillery System.

	Rs.	A.	P.
Price of mohwa	0	12	0
Choa	1	0	0
Duty on mohwa	2	4	0
Do. on choa	2	8	0
Distillery fee	0	11	0
Fuel	0	4	0
Conveyance	0	4	0
Cooly for distillation	0	1	0
Writer	0	2	6
Rent for shop	0	4	0
License fee	1	8	0
Total ...	10	1	6

Under the Outstill System.

	Rs.	A.	P.
Price of mohwa	0	12	0
Choa	1	0	0
Fuel	0	8	0(*a*)
Writer	0	4	0(*b*)
Cooly	0	8	0(*c*)
Rent of shop	0	5	0
License fee	5	3	0
Total ...	8	8	0

Each distillation of the materials above recorded yields 20 gallons of liquor. The total quantity entered in the book of the abkar on the 25th May 1882 was 60 gallons, the cost of which under the sudder distillery system would have been Rs. 10-1-6 × 3 = Rs. 30-4-6, and under the outstill system Rs. 8-8 × 3 = Rs. 25-8 for that day.

(*a*) Cost of fuel is less in the outstill, as it is obtained at site, while in the sudder distillery it had to be carried and stored at site.

(*b*) While under the sudder distillery system one writer was sufficient for several stills, under the outstill system each still required a separate writer.

(*c*) Same establishment would be sufficient for two or more stills under the sudder distillery system, while under the outstill system a separate establishment was required for one still.

Patna.

Statement of Abdul Rahim, Deputy Inspector of Schools.

I AM a resident of Patna for seven years, and have been employed all through that period as Deputy Inspector. I inspect middle and lower class schools. I have never seen or heard of cases of drinking among middle-class school-boys. I have heard of Kayasth boys drinking at home. Among lower class school-boys, such as Kahars, Kurmis, Chamars, Mehters, Suris, Telis, &c., I have heard of drinking practices at home. These boys generally commence to drink at almost the age of ten. I have heard that many among the gurus, not belonging to the Brahmin caste, are in the habit of drinking. I have found none coming drunk to pathsalas. On one or two occasions during the toddy season I found two or three gurus under the influence of drink at the central gathering for the examination of the pathsala boys. Mahomedan school-boys of such castes as Jalahas, Dhunias, &c., do not drink liquor, but they drink tari.

Statement of Baboo Mohesh Narain, Editor of the "Indian Chronicle."

I AM not an inhabitant of this district, but I have been here since the last ten years. I am the writer of the article in the *Indian Chronicle* of the 24th instant, under the head of "Outstill System."

As to drugging of outstill liquor, I have derived my information from two sources, viz. one is a zemindar and the other is a hakeem.

From the former I have heard that the mohwa used for manufacturing country spirits is mixed with dhatura seeds for the purpose of fermentation, and this mixed mohwa is put in the still and fumigated with *nux-vomica*. The zemindar derived his information from a Kalal. The hakeem gave me the same account, but how he derived this information I do not know.

I know from my personal experience that when well-to-do people order spirits to be manufactured for them, they see that the still is cleaned first, with a view of removing the taint of *nux-vomica*.

A bottle of spirit sold for six pice under the sudder distillery system produced very little intoxicating effect, now a bottle selling at that price makes a man drunk.

In the first six years of my residence at Bankipore I did not take any particular note of drunkenness, but during the last four years I have noticed marked increase of drunkenness. In the interior on market days it is almost impossible to get bearers and other coolies, because they remain drunk. The liquor is exchanged for grain and other articles. I got one seer of liquor last evening for a seer of rice. I have observed no increase of drunkenness among domestic servants. The increase I find among the day-labourers, Dosads, Chamars, Doms, &c. The agricultural people as a class are free from drunkenness. There is no drinking amongst the school-boys; as a rule they do not drink. They drink occasionally, on Holi and other festivals.

I have not seen any outstill in any market, but I know of one as near as half a mile. On the road from Buktearpore to Behar I once saw one outstill open so late as 12 p.m. I think the place is Charo.

Statement of Moulvi Nurul Huq, Zemindar of Rahi.

I AM an inhabitant of this district. During the last Mohurrum festival I had occasion to go to my native village, and found one of my servants dead-drunk, and he was taken to the nearest police-station. On enquiry in the outstill from which the spirit which he drank was brought, seven dhatura fruits were found in the wort.

I think that a larger number of people drink now than before, as I find more riots and offences committed now than in former years.

Statement of Babu Hanuman Sahai, Zemindar of Shurampore.

I AM an inhabitant of this district. I frequently heard that country spirits now distilled in outstills is drugged with dhatura, kuchila, or other deleterious substances. On one occasion I made enquiries, and a Kalal confessed that he was in the habit of mixing dhatura in the wort and fumigating the still with kuchila. On another occasion a relative of mine was very much affected by taking only two glasses of country spirit brought from an outstill. The outstill-holder was sent for, and he confessed that the liquor was drugged with dhatura, but expressed his regret for having sent the bottle of spirit to him, as he had never intended it for him. This relative of mine was in the habit of drinking, and ordinarily two glasses of liquor would produce no effect on him. My impression is that drunkenness has of late years increased. The causes of increase are (1) the cheapness of liquor under the outstill system, (2) the prosperous condition of the people, and (3) the abkars selling liquor for grain.

DISTRICT SHAHABAD.

Statement of P. Nolan, Esq., Collector of Shahabad.

I HAVE no doubt that drinking has increased in this district during the last ten year In 1874-75 there were 52 stills in this district, with a capacity of about 2,200 gallon while there are now 156, with a capacity of 6,220 gallons. As an outstill-holder ha to pay the same duty whether his still is at work or not, whereas under the fixed-dut system nothing had to be paid while the still was idle, it is probable that, in proportio to the capacity, outstills turn out more liquor. It was indeed most common to see stil not at work under the old system. From an actual account taken in 1881-82 it appeare that the introduction of the outstill system was followed by an increase eightfold in th consumption. The duty rose from Rs. 1,13,537 in the last year of the sudder distiller system to Rs. 2,09,452 in 1882-83, and this increase in the revenue was accompanied by great fall in the duty per gallon. I understand that in the last year of the distillery syste the duty on the product of one distillation of 20 seers mohwa and 5 seers chc was Rs. 2-10, while under the present system it averages about 15 annas. When th revenue increases largely while the rate of duty is reduced very greatly, an enormous growt of consumption may be inferred with mathematical certainty. The universal opinion is tha there has been such an increase.

To estimate roughly, the extent of the increase is eightfold. This corresponds wit the only account of actual consumption I have obtained with the calculation which ma be made from the increase in revenue, while the duty has been lowered, and with th inferences to be drawn from the increase in the capacity of stills, taken with the fact tha the new stills are kept at work more constantly than the old ones.

The increase has not been large among cultivators except on the plateau. It is cor siderable among working men and the educated classes.

I have heard of no cases of drinking among school-boys, agriculturists on the plain or women of good fame. Domestic servants, day-labourers, and women of bad character drin more than formerly.

I think that the outstill system has effected a change rather in the quantity drun than in the classes by whom it is consumed.

I have said there was an increase in the consumption of liquor, but have nc hitherto written as to drunkenness. As to thi last, we have no figures but those of conviction for being drunk and disorderly, which are give on the margin. I attach no great weight t them, as the cases are so few, and the numbe depends as much on police vigilance as on th conduct of the disorderly classes. All prose cutions for nuisances increase as administratio advances, not because offences are more fre quent, but because they are more noticed.

Municipalities.	Convictions for drunkenness.		
	1880-81.	1881-82.	1882-83.
Arrah	33	38	12
Jugdispore	...	...	...
Buxar	...	...	6
Dumraon	...	...	6
Bhabooah	8	3	3
Sasseram	1	29	67
Total ...	42	70	94

It is, however, almost certain that an increas in drunkenness has accompanied an increase in the consumption of liquor.

I attribute the increase in consumption of liquor entirely to the diminution in it price. Had the increase in the general prosperity of the district been the cause, the use o ganja and tari would also have increased. That a great fall in the price should have led to growth in consumption is natural, and indeed almost necessary.

I consider that the present year has been the reverse of prosperous, as the *rubbee*, opium sugarcane, and rice all failed. The preceding five years were prosperous. The following tabl shows the estimates made of the crops :—

1879-80.			1880-81.			1881-82.			1882-83.			1883-84.		
Bhadoi.	Rice.	Rubbee.	Bhadoi.	Rice.	Rubbee.	Bhadoi.	Rice.	Rubbee.	Bhadoi.	Rice.	Rubbee.	Bhadoi.	Rice.	Rubbee.
As.	As.	As.	As.	As.	As.	As. As.	As.	As.	As.	As.	As.	As.	As. As.	As.
8	3½	14	11½	12	16	9 to 10	11	8	12	9	13	5	7 to 6	8

Years.	Wheat.	Barley.	Rice, best sort.	Rice, common.	Maize or Indian corn.	Gram.	Salt.
	S. S.	S. S.	S. S.	S. S.	S. S.	S. S.	S. S.
1878	13 to 14	16	11 to 12	12-8 to 13	25	14-8 to 16	8-4
1879	12 to 13	16	12	14	22	15 to 16	9
1880	14	21	16	18	24	16	8
1881	19-8	37	20	24	36	33	9-8
1882	16 to 18	37	20 to 22	23	38	30 to 31	12
1883	16 to 18	19 to 24	9 to 10	12 to 16	18 to 22	20 to 22	11 to 12½

Shahabad.

The following information has been obtained by the Excise Deputy Collector from abkars who have experience of both the sudder distillery and outstill systems. Immediately before the introduction of the sudder distillery system there was a system known as the godown system, in which there was no hydrometer test, but liquor used to be passed out at fixed rates of duty, varying from one-half anna in the case of dokani to ten annas in the case of anis per gallon. During the prevalence of this system prices ruled as follows:—

Dokani is the weakest sort of liquor. Anis is the strongest liquor, made of aniseed mixed with goor or mohwa and choa.

Dokani	... 3	Goruckpuri pice (or 5 pice to one anna)	per quart bottle.	
Kundi	... 6	ditto	(ditto)	ditto.
Dobara	... 12	ditto	(ditto)	ditto.
Anis	... 24	ditto	(ditto)	ditto.

In the commencement of the sudder distillery system, when the one-rupee table was in force, dokani used to sell at four Goruckpuri pice per quart bottle, kundi eight pice, dobara 16 pice, and anis 32 pice. The table of one rupee was in force up to 1870-71. In 1871 the two-rupee table came into force. The prices at this period were as under—

Dokani	...	6 pice (Goruckpuri).
Kundi	...	12 „ (ditto).
Dobara	...	24 „ (ditto).
Anis	...	48 „ (ditto).

In 1877-78 the three-rupee table was introduced. At this time the prices were—

Dokani	... 8 pice.
Kundi	... 16 „
Dobara	... 32 „
Anis	... 64 „

The three-rupee table was in force throughout the district except Arrah and Nasrigunge, where the system of taxing materials had been introduced in 1874-75; but the difference of systems in these two places led to no difference in the prices. The retail prices of outstill liquor are given below—

	Price per quart bottle.
Dokani	... 3 to 5 Goruckpuri pice.
Kundi	... 4 to 8 ditto.
Dobara khood	... 16 ditto.
Anis	... 8 annas per bottle.

I do not think the sudder distillery liquor was stronger than the outstill liquor. The abkars inform me that the strength of the weaker liquor now manufactured is higher than that of the same class of spirit under the sudder distillery system. The Excise Deputy Collector tested the strengths of the spirits manufactured in different outstills of the town of Arrah in December last, and the results were as follow:—

Bag Munsapanday outstill—

Mohurdar ...	43° hydr.,	80° to 90° ther.
Dokani ...	82° „	95° to 100° „

Tare outstill—

Dokani ...	84° hydr.,	80° to 85° ther.
Kundi ...	80° „	70° to 75° „
Dobara ...	74° „	65° „
Anis ...	62° „	60° „

Similar results were obtained in other outstills. The distillery registers of 1875-76 show the strength of liquor varying from 86° to 8° hydrometer. The manufacture and sale of liquor of powerful strength were confined to small quantities, as is very clear from the registers. The average strength of the country spirits, as per appendix to Excise Report of 1875-76, is 87° under proof. This does not apparently tally with the figures given in the registers. The temperature of the spirit, as given in our books, is generally 100 degrees, more or less; whereas the Board's average perhaps has reference to the standard temperature of 80 to 85 degrees. It is to be borne in mind that the sudder distillery spirit before being sold to the public was watered down, and the three-annas bottle of a few years back as it reached the consumer probably contained no more alcohol than does the present bottle to be bought for as many pice. It is to be remembered that under the sudder distillery system the native manufacturers made spirits in their own way, and paid only according to strength. The apparatus used was not so elaborate as that now to be found in some outstills. The spirit when made was adulterated just as it now is, to the extent which the public would stand; and there is no reason to suppose that arrack-drinkers here have suddenly become more tolerant in this respect. There is no reason to believe that there has been any difference in this respect.

In June 1881 the Excise Inspector of this Division reported that he found eight kuchila (*nux-vomica*) fruits in the Suruya outstill, in the Buxar sub-division, placed in the "tambi, or the upper covering of the dek." The outstill licensee, Peary Lall, and his servant, Jhubboo,

were arraigned before the Magistrate for adulteration of drugs, &c. Peary Lall was discharged, as there was no evidence against him, but Jhubboo was convicted under section 284 of the Penal Code, and was sentenced to pay a fine of Rs. 20. There was no evidence of actually drugging the liquor, but the fact of some poisonous fruits having been found in the outstill shows that their use was known and they were procured for the purpose of being used in the preparation of liquor. Besides this, no other case of drugging or adulteration of liquor by poisonous substances has come to my knowledge. I do not think that the practice of mixing dhatura and kuchila with liquor prevails to any appreciable extent. I have not heard of such practice in regard to liquor manufactured for use in the Holi or other festivals. It is said that in Bengal the distillers use a substance called "bakhur," supposed to contain kuchila, a kind of vegetable poison, for the purpose of facilitating distillation, but the use of the same is unknown here.

There never was, nor is, any pachwai-shop in this district, and the people are not addicted to pachwai in this district. There are no figures to show the consumption of tari. The revenue derived from tari during each of the last five years is given below—

	Rs.
1878-79	20,751
1879-80	18,810
1880-81	18,245
1881-82	19,104
1882-83	20,063

It would appear that there has not been much fluctuation in the tari revenue of this district. In the years 1873-74 and 1874-75, *i.e.* before the introduction of the outstill system, the receipts under the head of tari amounted to Rs. 19,326 and Rs. 19,047 respectively. Had the sudder distillery system continued, the consumption of country liquor would probably have remained stationary, as that of the tari has done, notwithstanding the fall in prices of food-grains.

The theory that under the sudder distillery system there existed a vast system of illicit distillation, which has disappeared with the introduction of outstills, has always appeared to me destitute of the shadow of foundation. Where illicit distillation exists in any country the fact is known, and indicates itself in a hundred ways. When it is put down there is a fierce struggle, and it dies hard. In Bengal no one ever heard of this system when it was supposed to exist, and it is supposed to have died without making a sign. There was, and is, some small illicit distillation, but not such as to affect consumption materially. One case only has been discovered since the introduction of the outstill system, and there were very few before that change.

The zemindars and other people of the richer classes occasionally get their liquor manufactured at outstills from materials supplied by them, and this is admitted by the distillers.

The upper classes in this district use imported liquor only to a very small extent, and I do not think drinking has increased among them.

To the best of my knowledge liquor cannot be obtained during the hours at which the outstills are closed under the laws and rules in towns and municipalities where sufficient check exists.

The holders of outstills sometimes supply liquor in exchange for goods, such as grain, &c. A case of this nature lately came to my notice. They sell on credit to persons known to them.

Though the consumption of liquor has so much increased, it is still very small. The Indians are a temperate race, and the sight of a drunken man is most uncommon among them. I believe that the injurious drinking in Shahabad is not one-hundredth part of what it is in the most temperate part of England. I have never known a native in Shahabad ruined by drink, though I have no doubt that such a thing occurs. On the majority of those who drink I should say that no appreciable effect was produced. In some cases I presumed health must be injuriously affected, but, as I have said, these in India are not one per cent. of what they are in Europe. The percentage of cases of dipsomania among Europeans in India is, I think, rather high, but I doubt of this in as temperate a race on the face of the earth as the natives.

I think that the limitation in the number of liquor-shops cannot be a satisfactory substitute for a fixed duty on liquor. The effect of such limitation is that some localities get no liquor, but in the places where the shop remains the spirit is sold as cheaply as ever, and with the same effects. I have heard a suggestion that shops should be put in some places where it would be inconvenient to go to them; and for those at a distance, the limitation in their number has this effect. Inconvenience may be a deterrent, but it is not as effectual as high prices caused by a stiff duty, and it has the disadvantage that the revenue does not gain what the consumer loses.

The experiment of farming the revenue in towns to municipalities might be tried in a few selected places. There is no way of knowing how the discretion thus given would be exercised until a trial had been made. If municipalities received a veto on licenses without the profits derived from excise, they would be in a false position, as interested in only one part of the subject.

The only real way of diminishing consumption I believe to be the return to the fixed-duty system.

Shahabad.

Note on the Outstill System and its Influence on the Drinking Habits of the People. By J. R. Hand, Esq., Deputy Collector, Shahabad.

PERSONAL observation and information derived from reliable sources have satisfied me that the use of spirituous liquors, drugs, and narcotics is extending generally among the natives. This is true of two totally distinct sections of the community, and results, I believe, from two very different causes.

2. Though I readily admit the extended use of stimulants, I am not prepared to admit the existence of intoxication generally among the people in an acute or abnormal degree; nor do I think the evil is of such magnitude as to demand either the interference of the State or a radical change in the system of excise administration.

3. It is of course more than probable that habits of intoxication have to a certain degree extended with the greater and more free use of spirits, but I believe the popular estimate of this so-called evil is greatly exaggerated and hastily based on erroneous or insufficient data.

4. There can be little doubt the consumption of country-made liquor has steadily increased, and that this increase has become more marked under the outstill system of late years; but I think it is a mistake to attribute that increase solely, or even principally, to that system. It is a mistake to suppose the popularity of country-made liquor is the growth of the last few years only. Statistics are available to prove that the increase of consumption began at a date long anterior to the introduction of outstills into Bengal. As a fact, several social and economic laws have helped to develop a taste for liquor where it did not exist before, and to allow of a more free indulgence in it among those classes whose ability or power to purchase it was formerly the only restraint on their natural inclinations and tastes.

5. One of the most popular and erroneous ideas of the effect of the outstill system is to attribute a vast multiplication of buying centres to it. It is commonly alleged that the increased consumption is due to temptation being brought nearer the homes of the people by shops being largely multiplied all over the country. This is purely a fallacy. In 1864-65 there were in Shahabad 313 shops selling country liquor, against 156 now existing,—or, in other words, the buying centres have been reduced by one-half. This is equally true of Bengal, for we find the total number of shops in 1882-83 in Bengal was 4,560, against 8,580 in 1864-65, 7,113 in 1870-71, and 5,799 in 1873-74, exclusive of Assam and Sylhet. Similarly, taking the four quinquennial periods between 1861 and 1881, we find the annual average number of shops in the first periods between 1861-62 and 1865-66 was 7,632; in the second period, between 1866-67 and 1870-71, it was 5,324, the reduction noticed being largely due to the famine of 1866-67; in the third period, 1871-72 to 1875-76, notwithstanding the reduction caused by the famine of 1874-75, the annual average again rose to 5,623; but under the outstill system in the fourth period, 1876-77 to 1880-81, it was reduced to 5,316. In 1882-83 it was further reduced to 4,560, as stated above. A further reduction is of course possible, but this aspect of the question presents the disagreable probability of an increase in smuggling and illicit distillation being the immediate and inevitable result. Taking the enormous extent of country and the vast population (66 millions) supplied, I do not think the 4,560 existing shops can be held to be more than the legitimate requirements of the people render necessary. Most of these shops are on old-established sites. Where new sites have been allowed, the reason has been administrative rather than financial.

6. It is also alleged that the liquor now sold is of a stronger quality to that manufactured and sold under the distillery system. This is an error. The people who drink the liquor say it is much milder, and I have found it so very mild in Behar that I cannot conceive it to have been possibly milder before. I have certainly never in my official experience come across spirits so mild as what I have seen and tested under the outstill system in Behar. There are five qualities of liquor sold in the towns, but three only in the villages of Behar. The first or sealed quality, called "mohurdar," and the second quality, called "anis,"* are sold entirely to the middle and upper classes of Kayasths and Lallahs, whose religious prejudices still prevent them using imported European spirits. The average strength of the first quality is between 45° and 50° under proof, and that of the second quality between 55° and 60° under proof. The strength, however, varies with the taste and means of the customer, and 40° under proof is unknown. The first class sells at eight annas per quart, or Rs. 3 per gallon, and the second at six annas per quart, or Rs. 2-4 per gallon. The first quality is said to be a pure distillation from the mohwa flower and choa, without the use of water. This, however, is palpably a false statement. These two qualities are not used by the lower orders. The third quality, called "dobara," is generally about 75° under proof, and sells at three annas per quart, or Re.1-2 per gallon. It is little used except among the better-to-do classes of working men and well-paid domestic servants. It is also used medicinally. The fourth quality, called "kandy," is about 88° under proof, and sometimes in towns is found at 85° under proof. This and the fifth quality, called "dokani," at an average of 90° under proof, are the bulk of the liquor sold in the shops in towns, and they are entirely the kind sold in the villages. The selling price of the fourth quality is one anna six pies per bottle, and of the fifth class nine pies per bottle. A cheaper quality is also retailed in the villages at six pies per bottle, being about 92° to 95° under proof. It may be noted here what the admitted proportions of water

* So called because aniseed is used in its manufacture. Five seers of aniseed or sount is mixed with 1 maund mohwa and 10 seers of choa.

are in the several qualities. The distillation of the first and second quality is said to be from the pure mohwa and chca, and without water,* but it is inconceivable that 50 per cent. or 75 per cent. of water should appear in these distillations without its large admixture with the material. It is said that one maund of mohwa and ten seers of choa yield without the admixture of water† 30 quarts of the sealed quality at 50° under proof and 36 quarts of the second quality at 60° under proof. For the third quality two gallons of water are mixed with the above quantity of mohwa only, yielding ten gallons of liquor at 75° under proof. For the fourth quality the water is increased, it is said, to 12 gallons, and for the fifth to 22 gallons; the yield being 20 gallons and 32 gallons respectively of the strength indicated above. Seeing that there is very little difference in the strength of the fourth and fifth quality, I fancy the quantity of water used in the distillation of both are very nearly the same. If 22 gallons are mixed with one maund of mohwa and yield 32 gallons of distilled liquor of the fifth quality, it is clear the quantity of water used for the fourth quality cannot be less than 18 to 20 gallons, for the third 10 gallons, the second 4 gallons, and the first 2 gallons.(*a*) It is impossible to get correct information, however, on this point from the Kalals, as they think it will ruin their business to let outsiders into the secrets of their trade.

* There is also a little of the first quality manufactured at Arrah from molasses or goor only for some native gentlemen, who are said to object to the mohwa liquor owing to its smell. This is made by mixing 24 gallons of water with 25 seers of goor, the distilled liquor from this quantity being 3 gallons at 50° under proof.

† Except what water is necessary for the process of fermentation.

7. I have given the average strength of the liquor now in general use in Behar, but I have not sufficient data to make up a statement of its average strength for the several districts or for the whole Division. To find out what the correct average strength of the liquor in general use is, it is necessary to multiply the number of gallons manufactured of each kind by their proof strength and divide the result by the sum total of the aggregate number of gallons. I can, however, I think, safely say from certain tests I have applied that the general consumption in Shahabad is of the three lowest kinds, and that the proportionate use of these to the two higher qualities is as 15 gallons is to 1 gallon for the whole district. For all practical purposes, I may be safe in saying the average strength of the liquor in use in Shahabad at present is 88° under proof.

8. By the Board's return No. 4 of 1879-80, the average strength of liquor used in the Patna Division in that year was from 63° to 99° under proof, and the average of Shahabad is given at 91° under proof. At this period, however, the outstills had been started, and they had begun to sell the present mild and cheap liquor. To keep pace with the outstills the distilleries had to lower the strength of their liquor also in order to sell it at an equally low rate. The low proof strength in 1879-80 was therefore the result of the outstill influence on the market, and does not represent correctly what the usual strength of the liquor manufactured in distilleries was at a period prior to the introduction of the outstills in 1878-79. I do not, however, know what the exact method was which the Board adopted in working out their averages.

9. By the Board's return for the year 1875-76 the average strength of the liquor manufactured in the distilleries of Shahabad is given at 87° under proof. Patna is the only Division in which the proof strength is so low as 88° under proof. I fear the Board's averages are not altogether reliable on this point. Unless we know definitely the method by which their averages were arrived at, it is impossible to say how far they are correct. I note, however, in this return that the average strength of the liquor manufactured in the—

Burdwan	Division	was	...	...	...	...	32°	under	proof.
Presidency	,,	,,	...	...	...	...	21°	,,	,,
Rajshahye	,,	,,	...	...	...	...	22°	,,	,,
Dacca	,,	,,	...	...	...	...	25°	,,	,,
Chittagong	,,	,,	...	...	...	...	43°	,,	,,
Patna	,,	,,	...	...	...	...	88°	,,	,,
Bhagulpore	,,	,,	...	...	...	...	55°	,,	,,
Orissa	,,	,,	...	...	...	...	15°	,,	,,
Chota Nagpore	,,	,,	...	...	...	...	65°	,,	,,

10. I think a consideration of the above figures will lead to the presumption irresistibly that false or incorrect readings of the hydrometer in the Patna Division is the true explanation of the startling difference noticed in the strength of the Patna liquor in comparison with that in use in every other Division in Bengal. It must be remembered, however, that the year 1875-76 was the year after the famine, and it is probable that the distilleries in Behar turned out an unusually low quality owing to the continued prevalence of high prices and the depressed condition of the people.

11. The Board, in paragraph 36 of their Administration Report for 1870-71, give the following hydrometer readings for the districts in the Patna Division in 1868-69 and 1869-70:—

	1868-69.		1869-70.	
Chumparun	67°	under proof.	58°	under proof.
Gya	84°	,, ,,	82°	,, ,,
Patna	87°	,, ,,	86°	,, ,,
Sarun	87°	,, ,,	87°	,, ,,
Shahabad...	82°	,, ,,	82°	,, ,,
Tirhoot	77°	,, ,,	76°	,, ,,

(*a*) This would of course be independent of water used in the fermenting process. The water used for the fermenting process in one maund of mohwa, 10 seers goor, and half maund distilled refuse is about 48 gallons. The receiver attached to the condenser contains besides 22 gallons of water, with which the liquor from the condenser mixes before it flows through the pipe.

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12. There is a difference of 9° in the average strength of the Shahabad liquor as given for 1869-70 and 1879-80. How far the former figures were arrived at by actual experiment with the hydrometer, or how far they are merely the arithmetical conclusions derived from the duty levied on the gross gallons manufactured, I am not in a position to say; but if the latter was the method adopted, the data are unsatisfactory, for the element of fraud or error in the levy of duty becomes an important factor in the consideration. Besides, the same duty may at different temperatures represent different hydrometer readings, for instance, a duty of Rs. 2-8 in a scale of Rs. 3 at London-proof could represent liquor either at 8° under proof at a temperature of 100° F., or 12° under proof at a temperature of 90° F., or 24° under proof at a temperature of 65° F. The duty by itself was therefore no absolute criterion of the actual strength of the liquor recorded in the distillery registers at different seasons of the year and at different temperatures, though it may have represented a fixed ratio to the duty leviable on spirits at London-proof strength at a temperature of 80° F. The duty in 1869-70 in Behar was very low, being Re. 1 to Re. 1-8 per gallon. There was nothing to prevent a high class liquor being turned out then, for those were years of exceptional prosperity, and mohwa was comparatively cheap.

13. I have had a return prepared from the old distillery records in the Office showing the strength of the different liquors used in Shahabad in April 1876 and February 1877. I have taken four rural distilleries, as they will, I think, give a more correct idea of the general strength of the liquor consumed in this district.

The four distilleries I have selected are—(1) Dumraon, (2) Sasseram, (3) Jugdispore, (4) Sahar. I find the average strength of the liquor turned out of the Dumraon distillery was 79° under proof, of Sasseram 57° under proof, Jugdispore 86° under proof, and Sahar 75° under proof.

The district average, as worked out by me for those two years, was 78° under proof. This is a good deal higher than the Board's average; but as my data are direct and correct, and the average worked out in the only correct way possible, from the figures actually recorded in the registers, I believe it is more reliable than the Board's figures, and in keeping with what is known of the general strength of the liquor in use before the outstill system was introduced. I can find no adequate reasons why the Patna Division liquor should be so far below the strength of the liquor used in the Bhagulpore and Chota Nagpore Divisions as the Board's table indicates. Mohwa is used in the three Divisions alike, and the people of Bhagulpore and Patna at least are of the same race, with probably little or no difference in their material prosperity, tastes, or habits. Further, why should Chumparun, the least prosperous of the Behar districts, and exposed to the smuggling traffic of weak liquor from the Nepal frontier, have manufactured liquor at an average strength of 58° under proof, and Patna, with its large city population, have turned out liquor at 86° under proof, whilst Tirhoot shows 76° under proof as its average? Again, why should the Sasseram distillery have manufactured spirits at an average strength of 57° under proof and Jugdispore at 86°, or Dumraon or Sahar at 79° and 75° under proof respectively? I find the Sasseram distillery manufactured liquor formerly as high as 18° under proof, and nearly half of its liquor was above 45° under proof. These variations, I believe, are attributable to fraud generally. The Sasseram distillery was under the immediate supervision of the Sub-Divisional Officer, and hence the recognized malpractice of false entries of the strength of spirits in store was less frequent than in distilleries far away from observation and supervision, such as Dumraon, Sahar, and Jugdispore, where the excise-darogahs enjoyed practical immunity for their misdeeds. It was easy to pass out half the liquor of a high-proof value duty free for a consideration, mix as much water with the residue, test it then, and record its diminished strength for duty purposes after this dilution. Against these malpractices there was no check or safeguard.

14. The Board, in their Administration Report for 1870-71, paragraph 94, show that the average strength of the country liquor known as doasta in Bengal was 15° under proof, which is the strength of good brandy. A bottle of brandy, Exshaw No. 1, tested by me gave 16° under proof at a temperature of 65° F. I believe Exshaw No. 1 at 80° F temperature generally gives 8° under proof if it is genuine. The doasta liquor of Bengal was therefore in 1870-71 nearly of the same strength as good brandy. The country "dokani" liquor now sold in Behar is really of the same strength as brandy with five or six parts of water added to it.

15. From the Board's table attached to their Administration Report for 1877-78 it will be seen that in many districts in Bengal the average strength of country spirits is given at London-proof. The Burdwan, Presidency, Rajshahye, Dacca, and Bhagulpore Divisions showed the average strength of their country liquor at London-proof strength, and Chota Nagpore at 2° under proof, while Orissa gave 38° under proof.

16. If these figures are reliable, it would seem that between the years 1875 and 1878 the average strength of country spirits in Lower Bengal had risen to a strength above that of brandy, and up to rum, which it thus succeeded in supplanting. I think I have shown sufficiently that the distilleries in Behar formerly turned out a higher quality of liquor than the outstills now do, and that in Lower Bengal the quality was generally so high as to equal rum and imported liquors, with which it successfully competed in many districts, notably the 24-Pergunnahs, Backergunge, Burdwan, Hooghly, Assam, Nuddea, and Midnapore—*see* Administration Reports for 1868-69, 1870-71, 1871-72.

17. In regard to the incorrect method of recording the strength of liquor under the distillery system, I would draw the Commission's attention to paragraph 60 of Board's Report No. 357B, dated 6th August 1870, and paragraph 34 of their Administration Report for 1872-73. My own experience as Sub-Divisional Officer has satisfied me that the recorded strength of liquor in our distilleries was generally absolutely unreliable, the honesty or

dishonesty of the darogah being solely reflected by it in direct ratio to its increasing or decreasing scale. I have often noticed that a transfer of darogahs has resulted in the quality of the manufacture in a particular distillery, apparently rising immediately according to the distillery registers, to sink shortly after to the former level again, evidently as soon as the new incumbent had come to terms with the abkars and a mutually satisfactory arrangement had been arrived at.

18. I have dealt with the strength of the liquor under the distillery system at some length, as the point is of direct importance in this discussion. I have seen it publicly asserted that the high duty under the distillery system was a sufficient check on the manufacture of a high class liquor—a statement which conveys exactly the reverse of truth. The duty at London-proof was never higher than Rs. 3 per gallon in Bengal, except in one or two districts with large urban populations, and as low as Rs. 2 per gallon, notably in the district of Behar. It paid an abkar better to distil 2 gallons at London-proof than to make 32 gallons at 80° under proof. It was easier for him to remove one of the two gallons surreptitiously, or with the knowledge of conniving officials, and to dilute it subsequently with water, than to manufacture a very low sort of liquor, the duty on the bulk of which became proportionately a dead loss to him, whilst the surreptitious removal of it became more difficult: Besides, in Behar there was no duty charged after 1870-71 on the liquor. It was levied according to a fixed scale on the material, irrespective of the strength of the liquor manufactured. It stands to reason that with the price of mohwa, goor, sugar, fuel, and revenue, which in effect is a duty, doubled, and the selling price of liquor diminished 100 per cent. also, the abkars under the present system cannot afford to manufacture an article of the same quality as formerly. Mohwa formerly sold at 1½ maunds for the rupee; it now sells at Re. 1-4 per maund. It is getting dearer daily, for, as the old forest growths disappear, the yield diminishes, and the price consequently rises. I have not found mohwa-planting prevalent like mango-planting. Most of the existing trees are forest growths which have survived the general clearing of the old jungles. The outstill system has had the effect of reducing the profit of the trade by diverting a larger percentage of it into the pockets of the Government, and this has naturally reacted by affecting the quality of the liquor manufactured. Under the present system the liquor is so mild that it is for all intoxicating purposes innocuous. It sells now at a price low enough to admit of its moderate use by the poorest labourer, to whom a little stimulant is a decided advantage; and its mildness is a sufficient guarantee in itself that it will not lead to evil results. I confine my remarks, however, to Behar, as I have not sufficient information regarding the liquor of Lower Bengal.

19. As to the beneficial effect of the use of stimulants on the poorer section of the labouring classes, I would draw the Committee's attention to the extract from the report of the Commissioner of Chota Nagpore quoted by the Board in paragraph 7, page 3, of their Administration Report for 1866-67.

20. Another charge brought against the outstill system is that it has vastly increased the consumption of liquor, and made what was formerly a habit among the few the prevalent custom now among the many. So far as the moderate use of stimulants in the malarious plains of Bengal goes, I think it is a decided gain to the public health instead of being an unmixed evil. I should regret to see measures adopted tending to discourage its use by placing it beyond the means of the poorer classes of workmen and agricultural labourers, the exhausting nature of whose duties, and the exposure to damp and inclement weather in pursuit of whose occupation, render its use both necessary and beneficial from a medical point of view.

21. It is a popular error to suppose the outstill system *per se* is the cause of an increased consumption of liquor. Prices and quantity are regulated by the demand primarily, and not *vice versâ*. The cheapness of an article will not create a demand for it, though it may increase an existing demand in proportion to the adjustment of the value to the existing means of the consumers and the ordinary requirements of trade. If we gauge the apparent increase by distillery returns and outstill registers, it will doubtless be clear that the consumption is now three, or even four, times what it was ten years ago. This, however, is only an apparent, and not a real increase. In fact the distillery records do not convey even an adequate idea of the consumption under that system. There are two very important items which distillery returns omitted, but which the outstill registers now account for, and which go to reduce the balance against the outstills very considerably.

I refer to the general smuggling of liquor out of distilleries and to illicit distillation in private stills. A good deal of high-proof liquor taken out of distilleries was also diluted considerably before it was sold to the public. The bulk consumed was thus also increased.

22. It is a well-known and fully recognised fact that the distillery system was a huge fraud on Government, under which darogahs fattened and Kalals grew rich, but Government lost a large portion of its revenue owing to the dishonesty of its own officers and the extensive prevalence of illicit distillation. There can be little doubt, again, that smuggling and illicit distillation have been almost completely checked by the outstill system, which employs a large body of non-professional and amateur detectives of much more effective utility than sleek darogahs and conniving chaprasis. The immediate result of the cheapening of liquor has been to make illicit distillation not worth the candle. Every chowkidar became a paid spy of the abkars, and the risk of detection made the game too hazardous, whilst the cheapness of the licit article made the distillation of illicit liquor unnecessary, and in fact too expensive. The immediate result of the outstill system was to more than double the convictions under the excise laws for breaches of its provisions owing to the excessive vigilance of the amateur detective staff aided by the village chowkidars. The offence of illicit distillation has, however,

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gradually grown less under this system, though breaches of conditions of licenses have increased.

23. A brief review of the history of the distillery system will, I think, make it clear that Government was really the victim of a double fraud under that system. In regard to the dishonesty of its own officers, I would draw the Commission's attention to the following facts :—

(*a*) In 1868-69 two of the distillery-darogahs in Monghyr were convicted and punished for fraudulent practices. They were shown to have habitually passed out liquor from the distilleries under them without payment of duty These cases are reported in paragraph 12 of the Administration Report for 1868-69, and successive reports have pointed to Behar, and Monghyr in particular, as a hot-bed of dishonesty and illicit manufacture.

(*b*) In 1869 the Collector of Chumparun reported the punishment of certain dishonest abkari-officers, whose malpractices had led to a notable decrease in the revenue in that district.

(*c*) In the same year the Commissioner of Chota Nagpore reported the conviction of one and the dismissal of two distillery-officers charged with fraudulent practices, which had led to a decrease of revenue that year in Hazaribagh.

(*d*) The Board reported again in 1869 that the Government revenue was suffering under the distillery system from the fraud of its officers, who connived at illicit removal of liquor from distilleries without payment of duty; and they showed that in March 1868, according to the distillery returns, there were 411 shops in Bengal, which, if the distillery books were correct, were being carried on at a dead loss, as they apparently sold less liquor than would pay their license fees.

(*e*) Again in their report on the excise administration of country spirits, No. 357B, dated 6th August 1870, paragraphs 36, 47, and 49, they brought the existence of extensive fraud on the part of their distillery-officers to the notice of Government, and showed from returns submitted by local officers that in 1866-67 nine of their officers had been convicted or departmentally dealt with for malpractices, whilst in 1867-68 no less than 76 distillery-officers had either been convicted or departmentally punished by dismissal, &c. (*vide* statement C of report No. 357B, dated 6th August 1870).

(*f*) In 1870-71 the decreased revenue in Bankoora was attributed by the Commissioner to the malpractices of certain distillery-officers, as disclosed in a case tried there that year.

(*g*) The darogah of Panscoorah distillery in Midnapore and

(*h*) An excise-mohurir in Burdwan were also found guilty of dishonesty in this year. The former was prosecuted criminally and convicted by the Sessions Court, receiving seven years' rigorous imprisonment, whilst the latter was dismissed from the service of Government.

(*i*) In paragraph 68 of their Annual Administration Report for 1871-72 the Board stated that the revenue on country spirits only indicated the "minimum consumption" owing to illicit and duty-free liquor being in extensive use in Bengal.

(*j*) The Commissioner of Patna also gave it as his opinion that more "duty-paying" liquor was drunk under the outstill than under the distillery system.

(*k*) The Commissioner of Chota Nagpore in 1872-73, in reporting on the outstill system, said that so long as no more stills were sanctioned than were necessary to supply the demand, and a high, but judicious, minimum rate of revenue was fixed, and increased gradually with the keenness of competition, there was no fear of more liquor being consumed than if the distilleries had been retained with their "encouragement to smuggling and cheating."

(*l*) In 1872-73 (paragraph 61 of Board's Administration Report for that year) Mr. Bayley, the Commissioner of Patna, reported as follows:—"Over and over again during my cold-weather tour I found on examining the darogahs' books that the quantity of liquor passed out by some one or two distilleries during the year would not pay for the working expenses of the stills, much less for the shop and its license, and must be worked at a dead loss if the books are correct." To this the Board added the remark:—"Mr. Bayley rightly concluded, in common with one of the experienced Collectors of the Division, that a very much larger amount of liquor is passed out than is ever entered in the darogahs' books."

I think the foregoing references prove incontestably that malpractices did extensively exist, and that more liquor passed out of the distilleries than appeared in their books or were charged with duty. When it is remembered that many distilleries were practically beyond supervision, and that detection of dishonesty was almost impossible, the premium afforded by recognised impunity soon made the practice of smuggling a safe and paying business both to the abkars and darogahs. I would quote many more similar cases to the above, but I refrain from doing so to avoid prolixity.

There is abundance of evidence available also to prove the extensive existence of illicit distillation during the distillery system of management. Even at the risk of being charged

with prolixity, I must refer the Commission to certain cases and extracts from district and divisional reports on this subject to substantiate my statement. *Shahabad.*

(*a*) In 1863-64 the Collector of Maldah reported that great tracts of jungle in Maldah afford peculiar facilities for illicit distillation.

(*b*) The Collector of Rungpore reported that "smuggling goes on from Bhutan," and "a great deal of cheap liquor is brought over from Julpigori."

(*c*) In 1866-67 the Collector of Maldah reported the seizure of several unlicensed stills in the interior, six such having been discovered that year. In one case a man had four stills working in his house and 40 gallons of distilled liquor were found on his premises,—*vide* page 3, paragraph 12, Administration Report for 1866-67.

(*d*) The Collector of Purneah attributed the decrease of the revenue the same year in his district to the prevalence of illicit distillation.

(*e*) The following extract from a report by the Commissioner of Chota Nagpore is well worth quotation here,—*vide* paragraph 17, page 5, Administration Report for 1866-67 :—

"If the restriction (of the use of intoxicating drinks) is so great as to discourage altogether some from indulging, it must also have the effect of all restrictions carried to excess, *i.e.*, giving an impetus to illicit distillation; and there is nothing that has so much set me against the system (*i.e.*, distillery system) as the number of persons I have lately seen undergoing imprisonment in the common jail for offences against the excise laws.

"With the process of manufacture so simple, material close at hand, and, owing to the nature of the country and sympathy of the people, detection so unlikely, it must be difficult to resist the propensity to indulge in what must be regarded by the people as no crime, though illicit."

(*f*) The remarks made by the Commissioner of Bhagulpore and quoted in paragraph 19 of the same report are equally forcible, and I would draw the attention of the Commission to them.

(*g*) From the district of Shahabad it was reported in 1867-68 that the increase of revenue was due to the "check given to illicit distillation."

(*h*) From Dinagepore it was reported that the prevalence of illicit distillation the same year necessitated the opening of another distillery.

(*i*) In the same year the Collector of Mymensing reported the prevalence of illicit distillation on the north of his district.

(*j*) The Collector of Sibsagur reported illicit distillation in the neighbourhood of plantations also in the same year.

(*k*) The Collector of Dinagepore reported in 1868-69 that certain abkars had been caught at illicit distillation "because their license fees had been raised."

(*l*) The Commissioner of Bhagulpore reported the discovery of seven cases of illicit distillation in the Bhagulpore district the same year, and the Commissioner suspected it was common in the Soopole division and the Sonthal Pergunnahs. Of the latter I have personal official experience extending over a period of ten years.

(*m*) The Commissioner of Rajshahye the same year reported the prevalence of smuggling in Bogra, Dinagepore, and Maldah, and said he doubted if there was any district in which it was not carried on.

(*n*) The decrease of revenue in 1869-70 in Midnapore, Chumparun, Dinagepore, and Maldah was attributed by district officers to the extensive manufacture of illicit liquor.

(*o*) The Sub-Divisional Officer of Serampore reported in 1869-70 the detection of smuggling systematically from Chandernagore.

(*p*) In the same year a still was discovered in the heart of Calcutta, in the house of a wealthy Armenian, and another was also discovered there within the last two or three years.

(*q*) From a statement submitted by the Board in 1870 it appeared that the convictions for illicit distillation had increased in Bengal from 149 in 1860-61 and 1862-63, when outstills were in force, to 842 in 1866-67 and 1867-68, when the distillery system was in force.

(*r*) The Collector of Dacca in 1871-72 reported the discovery of illicit distillation in Rupgunge and the conviction of the parties concerned.

(*s*) Mr. Bayley, the Commissioner of Patna, in his Administration Report for 1872-73, said their "occasional detection proved the existence of illicit stills about the country."

(*t*) The Collector of Moorshedabad reported the same year that the decrease in the revenue of his district from country spirits was owing to the prevalence of illicit distillation; and finally

(*u*) In the same year the Collector of Hooghly reported 16 seizures of contraband liquor in ten casks and some bottles.

I could go on adding to this list *ad infinitum*, but I think the above are sufficient for my purpose.

From my personal experience as Sub-Divisional Officer off and on for ten years in the Sonthal Pergunnahs, I can safely say more illicit than licit liquor was consumed in that district. The number of cases of this nature which came before me as Judicial Officer annually was large.

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25. I think I may claim to have shown that the apparent consumption registered in the distillery record was only one fraction of the real consumption that took place at that period. I claim for the outstill system the advantage of having almost entirely killed this demoralising traffic and made the excise revenue now truly what it should be, viz. a duty on every gallon of liquor consumed, and not on one infinitesimal fraction of it only, as before.

26. A portion of the increased consumption of country liquor is again only its substitution for country-made rum. It is probably little known how the cheaper country liquor has taken the place of that article.

In the quinquennial period 1861-62 to 1865-66 the consumption of rum was at an yearly average of 1,78,496 gallons, sold under an annual average of 889 licenses, and paying an average yearly revenue of Rs. 5,90,936. In 1866-67 to 1870-71 the annual average number of licenses had decreased to 766, the consumption to 1,39,387 gallons, and the revenue to Rs. 5,04,404.

In the period 1871-72 to 1875-76 the annual average number of licenses dropped to 204, the consumption decreased to 94,251 gallons, and the revenue to Rs. 3,21,179. In the period 1876-77 to 1880-81 the number of licenses was further reduced to an annual average of 154, the consumption to 38,463 gallons, and the revenue to Rs. 1,98,846.

In 1882-83 the licenses were 133, the consumption was 13,847 gallons, and the revenue Rs. 1,08,761.

The annual average consumption has thus decreased between 1861–66 and 1882-83 by 1,64,649 gallons, and the revenue by Rs. 4,81,175, a corresponding increase appearing in the consumption of, and revenue derived from, country spirits. The above figures are exclusive of Assam and Sylhet, as all my figures are.

27. In the year 1863-64 the yearly consumption of rum in Calcutta, Barrackpore, Dum-Dum, Jessore, and 24-Pergunnahs only was 1,82,702 gallons, yielding a revenue of Rs. 5,99,467.

28. In 1866-67 rum was introduced largely into Backergunge, where it soon took the place of country liquor. It was also largely imported into Mymensing and Sylhet, the Collectors of which reported it was underselling country liquor. The raising of the duty, however, had the effect of driving the people back to country spirits, and in 1868-69 the revenue from country spirits increased by Rs. 3,92,521, whilst the revenue from rum decreased by Rs. 43,702. In 1869-70 the revenue from country spirits increased over the average of the past five years by Rs. 1,92,947, whilst that from rum showed a decrease of Rs. 1,30,608. A similar increase and decrease is noticeable throughout between the two spirits down to 1882-83.

29. In their Administration Report for 1867-68 the Board stated that the use of rum was extensive in tea-gardens, and was preferred to country spirits, though the prices of both that year were about equal. In 1868-69, when the price of country liquor became cheaper, the report from Calcutta, Burdwan, Kamroop, Backergunge, Nuddea, Midnapore, and Hooghly showed that a taste for country spirits was fast taking the place of that for rum among the natives. It would appear from the Board's Administration Report for the year 1870-71 that 23 districts in Bengal at that date still imported rum largely, the consumption being then 1,19,222 gallons, yielding a revenue of Rs. 4,53,495. From Kamroop, however, the Deputy Commissioner reported in 1870-71 that the operations of Mr. Beecher's rum-distillery had almost come to a stand-still owing to the introduction of the outstill system. In 1871-72 the consumption of rum decreased by 11,233 gallons over that of the year previous, the greatest decrease being in Dacca and Calcutta, while in Kamroop Mr. Beecher's distillery had to be closed altogether.

30. I have said the consumption of country spirits began to increase at a date long anterior to the introduction of the outstill system. A few facts will bear out my statement independent of the facts referred to in the preceding paragraph.

31. In 1829-30 the revenue derived from country spirits was under the outstill system 19 lakhs. In 1862-63, when 90 distilleries were working in Bengal, the revenue had decreased to 17½ lakhs. In 1864-65, when 228 distilleries were working, the consumption was 14,74,673 gallons in Bengal, excluding Assam and Sylhet, and the total revenue was Rs. 17,80,000 from country spirits. In 1868-69, with 258 distilleries working, the consumption is shown at 38,27,344 gallons and the total revenue at Rs. 16,51,677, *i.e.*, the consumption in the distillery tracts had increased in four years by 24,47,329 gallons, but the total revenue decreased by Rs. 1,38,326. After the year 1870-71, however, the revenue from country spirits steadily increased from Rs. 18,69,044 in that year to Rs. 28,90,460 in 1877-78, which was the year previous to the general introduction of outstills into Bengal, *i.e.*, in seven years it increased by 50 per cent.

32. One of the most important features in the country spirit trade during the distillery period was, I think, the abnormal fluctuations noticed in the consumption of any two years. For instance, in 1863-64 the average consumption per shop was 820 gallons; in 1868-69 it was 737 gallons, but in 1871-72 it was only 483 gallons. Four years after, or in 1875-76, it rose again to 716 gallons, and fell again in 1878-79 to 504 gallons. The very next year, however, 1879-80, the average consumption per shop rose suddenly to 954 gallons, evidently owing to the influence of the surrounding outstills having checked smuggling and illicit distillation. In 1880-81 it mysteriously dropped down again to an average of 579 gallons, rising in 1882-83 again to an average of 765 gallons, which is the highest for any year except 1879-80. These fluctuations conclusively show, I think, by their sudden and abnormal character that the decrease of consumption was not real, but that the resentment of the abkars invariably found its outlet for an increase of duty or license fees by payment of proportionately less revenue and in increase of illicit distillation. It is incredible that the drinking habits of a

population should fluctuate in this spasmodic and abnormal way without any apparent cause except that the abkars' profits had been curtailed. It is significant that no similar fluctuations appear under the outstill system.

33. I think I have shown now, first, that the consumption of country spirits began to increase before 1878-79, and secondly, that a good portion of the apparent increase is no real increase, but merely the substitution of licit for illicit liquor and country spirits for rum. I think a good deal may also be said to be due to the substitution of these spirits for ganja. Between 1876-77 and 1880-81 the average annual consumption of ganja was 6,371 maunds. Owing to the raising of the duty, however, in 1882-83 the consumption fell to an annual average of 5,645 maunds. That any confirmed ganja-smoker would give it up for country spirits I do not believe, but there are many who, though not confirmed or habitual ganja-smokers, use the drug occasionally. I have no doubt many such have found in the use of country stimulants a natural substitute for the more pernicious drug, which the prohibitive duty has now placed beyond their means. If this is a fact, as I believe,—and my belief is supported by the reports of many district officers,—I think Government should congratulate itself on the result, as it is a decided gain to the cause of humanity. Far better that a man should occasionally indulge in a little more liquor than is right than that he should, by the use of opium or ganja, develop into an emaciated specimen of humanity, whose sole enjoyment of life is marked by a chronic condition of stupor or the frantic excitement of a maniac, and whose mental and moral condition is no better than that of an idiot or lunatic, irresponsible for his actions and not far above that of the brute creation.

34. Though it is possible there has been some increase in cases of actual intemperance, I believe the more frequent observation of these cases of late years has misled many to form hasty conclusions on the subject. The extensive development of railways, canals, roads, and other works of public utility, the increased operation of private enterprise, the expansion of trade and commerce, and the general tendency of the working population of rural tracts to collect at large centres of work and trade, have conjointly tended of late years to bring them in larger numbers prominently under public notice, with the result that their habits are more noticed now than when their dispersion among the general population was more extended and their lives more secluded. That drunkenness under these circumstances should be more noticed is only natural; that it represents an actual abnormal development of the vice, does not follow. A great many cases of drunkenness caused by the use of tari are also erroneously attributed to country spirits.

35. In the above remarks I have dealt only with the case of the lower orders, who drink cheap country liquor; but there are other sections of the native community among whom, as I said, intemperance has not only increased, but been newly developed. We find the upper and middle classes, who were not drinking classes twenty years ago, now extensively using stimulants, whilst another section, who still refrain from liquor, go in extensively for ganja and opium. It is not that the consumption of country liquor only has increased, but of every kind of liquor and drug coming under the excise laws. The development of the trade in imported liquors, tari, puchwai, and opium shows an equally rapid development under the most untoward circumstances, and notwithstanding the imposition of most prohibitive duties. Even ganja, the object of persistent attack on the part of Government, keeps its position and rises from each successive onslaught with renewed vigour for a fresh attempt at expansion. It is clear, therefore, that it is not the outstill system alone which is responsible for the increased use of stimulants, for it cannot be made accountable for the growth in the consumption of imported liquors by the Europeanised, semi-educated, and wholly emancipated and rising generation of young Bengal and his prototype in Behar. It cannot account for the freer indulgence in tari by the lower orders of Mahomedans, or of puchwai by the aboriginal tribes; nor yet of opium by the aristocracy of Behar, or of ganja by the mixed lower middle classes both in Bengal and Behar. That the excise trade in each of these articles has expanded almost quite as much as that of country liquor can be easily proved; and the fact will, I think, prove that the causes of this growing use of stimulants and drugs are independent of any particular system of excise administration, and are referable to other considerations.

36. In the years 1864-65 and 1865-66 the imports of European spirits into Bengal through the Custom House at Calcutta aggregated an average of 1,75,746 gallons per annum, paying customs dues amounting to an average of Rs. 5,27,240. In the period 1861–66 there were in Bengal an annual average of 587 licenses for the vend of European liquors, paying an excise revenue of Rs. 47,675. In the next quinquennial period, 1866-67 to 1870-71, the annual average imports of spirits had increased to 2,36,933 gallons, paying a duty of Rs. 7,06,299, while the number of licenses for the vend of these liquors rose in this period to an annual average of 810, paying an excise revenue of Rs. 59,823. In the third quinquennial period, from 1870-71 to 1875-76, the average annual imports amounted to 2,72,894 gallons, paying a customs duty of Rs. 8,38,896, whilst the annual average number of licenses increased to 841, paying a revenue of Rs. 83,534. In the last or fourth period, 1876-77 to 1880-81, the imports show a slight decrease owing to a higher duty being imposed, viz. 2,65,417 gallons, but the customs duty increased to Rs. 10,15,115. Similarly, the annual average licenses show a slight decrease also, being 818, but the revenue increased to Rs. 1,22,351. This, however, was only a temporary fall off, for the average of the two years 1881-82 and 1882-83 shows an unprecedented expansion. The imports increased in these two years to an average of 3,07,255 gallons, paying a duty of Rs. 11,38,385, whilst the average number of licenses increased to 946, and the revenue to Rs. 1,88,951.

37. An examination of these figures shows that the average yearly consumption of European spirits has increased in the period 1881–83 by 75 per cent. over that of 1864–66,

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28 per cent. over the annual average of 1866–71, and 16 per cent. over the average of 1876–81, whilst the total number of licenses in 1881–83 for the vend of these spirits increased 61 per cent. over the average of 1861–66, and 13 per cent. over the average of 1866–71 or 1876–81. Similarly, the revenue in 1881–83 increased by nearly 300 per cent. over that in 1861–66, 250 per cent. over that of 1866–71, nearly 125 per cent. over that of 1871–76, and by nearly 50 per cent. over the average revenue of 1876–81. The customs dues also had more than doubled in the above period.

38. This great expansion of the trade in European spirits when the trade in European wines and beer has steadily declined, the former by 150 per cent. and the latter by 40 per cent., between the years 1865-66 and 1882-83, distinctly proves, I think, the increase is solely due to the market found for cheap European spirits among the middle and upper classes of natives. It is not possible to trace this increase to the growth of the European population or any marked increase in their drinking habits. The European and Eurasian population has increased, it is true, by 17 per cent. within the last ten years; but I think it will be readily admitted, as indeed the figures of the wine and beer trade prove, that habits of drinking among the Europeans in India have steadily decreased for years. The typical pegs of olden times are almost matters of tradition now. The use of brandy has been extensively renounced, and whisky, which has been largely substituted for it, is hardly drunk to the same extent that brandy was formerly. The increase in the imported spirit trade I attribute entirely to the market provided for cheap European spirits among the middle classes of natives having more or less Europeanised tastes or aping European manners.

39. That the consumption of these spirits is extending among natives is clear from the increase in the number of licenses yearly taken out by native shopkeepers in the mofussil. It is a fact that Europeans deal less now with local native wine-merchants owing to the facilities afforded by the vast expansion of railways for procuring their stores from Calcutta direct. The thriving of the native trade in these articles is therefore entirely due to the custom of native consumers, chiefly clerks, pleaders, and students. My observations are based as much on judicial experience as on private information.

40. Were it not that I fear being too prolix, I would prove from district and divisional reports the correctness of the above statements. I draw the Commission's attention, however, to the Board's Annual Administration Report for 1863; to paragraph 19 of their Administration Report for 1868-69; paragraphs 82, 83, 84, 88, and 96 of the Administration Report for 1870-71; to paragraph 22 of the Government Resolution on the above report; to paragraph 64 of the Administration Report for 1871-72; to paragraphs 40, 102, and 103 of the Administration Report for 1872-73; to paragraphs 113 and 114 of the Administration Report for 1873-74; to paragraphs 89 to 91 of the Administration Report for 1874-75; and to paragraphs 37, 38, and 63 of the Administration Report for 1880-81.

41. The consumption of tari has also advanced almost at the same rate as that of country spirits within the last 15 years. In the quinquennial period 1861-62 to 1865-66 the annual average licenses in force in Bengal, excluding Assam and Sylhet, was 10,992, yielding an average (yearly) revenue of Rs. 4,60,641. In the next period, 1866-67 to 1870-71, the average yearly licenses increased to 21,817, and the revenue to Rs. 5,21,374. In the third period, 1871-72 to 1875-76, the average yearly licenses were 21,096, but the revenue jumped up to an yearly average of Rs. 6,01,254. In the fourth period, 1876-77 to 1880-81, the licenses were 20,823, and the revenue Rs. 6,38,373. In the year 1882-83, however, the licenses ran up to 30,311, and the revenue to Rs. 6,61,887, thus showing the average number of licenses had increased in twenty years by 200 per cent. and by 50 per cent. in the last five years, whilst the revenue had increased in the same period by 50 per cent. and 10 per cent. respectively.

42. The puchwai trade shows a similar expansion. In the quinquennial period 1861-62 to 1865-66 the number of average annual licenses for the vend of this liquor was 1,371, yielding an average annual revenue of Rs. 1,10,175. In the second period, 1866-67 to 1870-71, the figures were 1,536 licenses and Rs. 1,14,205 revenue. In 1871-72 to 1875-76 the average annual licenses were 1,721, and the revenue Rs. 1,23,071. In 1876-77 to 1880-81 the licenses were 1,848 and revenue Rs. 1,36,466. In 1882-83, however, the licenses were 2,159 and the revenue Rs. 1,76,613, from which it appears that the number of licenses between 1861–66 and 1882-83 had increased by 60 per cent.; between 1866–71 and 1882-83 by 40 per cent.; between 1871–76 and 1882-83 by 25 per cent.; and between 1876–81 and 1882-83 by 16 per cent. Similarly, the revenue between those periods increased by 60 per cent., 58 per cent., 44 per cent., and 30 per cent. respectively, and this notwithstanding that home-brewing is allowed by law among whole tribes of aborigines in the hill and jungle districts of Bengal.

43. The opium and ganja trades do not show quite such a marked development owing to the very high duty that has been repeatedly imposed on the latter and the high selling price at present of the former. In regard to opium, the trade of which is very seriously affected by an extensive illicit traffic* in and from the producing districts and foreign States, the figures for the five quinquennial periods between 1861-62 and 1880-81 show that though the licenses in Bengal (excluding Assam and Sylhet) in 1882-83 were nearly half that in 1861–66, the consumption was greater by 280 maunds, whilst the revenue had increased by 125 per cent. Similarly, the licenses show an increase of about 2½ per cent. in 1882-83 over the previous three quinquennial periods, whilst the average annual

* The extent of this traffic may be judged by the fact that in 1872-73 there were 106 cases of opium-smuggling tried in Behar, the immediate result of which was to increase the consumption that year by 130 maunds in Bengal and Behar. In 1874-75 the quantity of contraband opium seized in Bengal was over 60 maunds in weight.—*vide* page 37 of the Board's Administration Report for that year.

consumption increased by 45 maunds and the revenue by 80 per cent. over the average of 1866–71, 56 per cent. over that of 1871–76, and 30 per cent. over that of 1876–81. It must be borne in mind, however, that the buying price of a maund of opium to the licensees now is, in proportion to the revenue paid by them, Rs. 996, against Rs. 521 in 1861–66, Rs. 583 in 1866–71, Rs. 645 in 1871–76, and Rs. 814 in 1876–81. Notwithstanding this high tax on the selling value of the drug and the extensive prevalence of smuggling, the consumption of licit opium has steadily increased in Bengal proper; and with the greater activity displayed by the police lately in detecting cases of extensive smuggling, it promises to increase at a yet higher rate in future. In Behar the use of contraband pussewa has completely driven the Government opium out of the market, so that the figures of the opium trade give us no adequate idea of its real increased consumption by the Rajputs, Brahmins, and Bhuyas of these provinces, whilst it is a notorious fact that zemindars in Behar get opium for their own consumption from the ryots in lieu of cess. I would draw the Commission's attention on this subject to section 10 of the Administration Reports for 1870-71 and 1871-72.

44. The consumption of ganja has shown a gradual decrease in the three quinquennial periods between 1866 and 1881; but it is significant that the area under cultivation has increased from an average of 1,483 bighas in 1866-71 to 1,991 bighas in 1882-83, though the yield is reported to have decreased in that period from an annual average of 9,677 maunds to 6,264 maunds, *i.e.*, though the area under cultivation has increased in this period by 30 per cent., the yield reported by the cultivators has decreased by 30 per cent. These facts, I think, suggest the probability of a good deal of ganja being smuggled annually out of the producing tracts in consequence of the revenue having been doubled within the periods mentioned above. Notwithstanding that many occasional consumers of ganja among the lower classes have relinquished its use and taken to country liquor, I believe the use of ganja is extending, and not decreasing, among the non-drinking population, whose religious prejudices still keep them from the use of liquor.

45. I now come to consider the causes which in my opinion have led to a more free use of stimulants and drugs among the natives. So far as the increased consumption of country liquor by the lower orders, and notably by the working population, goes, I think the cause is in the continued prosperity they have enjoyed, particularly during the last eight years. Not only have railways, canals, large public works, mines, quarries, factories, and plantations vastly extended the field of labour within the last ten or fifteen years, but the great expansion in internal trade and commerce, the general raising of wages of daily labourers, the large increase in the house-building trade, the system of working by remunerative contract rates, the adjustment of the labour market by annual and periodical migration and emigration, the larger field opened for agricultural and farm labour by the great expansion of cultivation in Behar and parts of Bengal, and, above all, the certainty of obtaining regular remunerative labour in place of spasmodic and uncertain work at subsistence rates, have all tended to vastly improve the material condition of the working classes. Their independence is one of the striking features of the times, and combinations and strikes for higher wages and shorter working hours are by no means unfrequent now, though they were hardly known 15 years ago. Not only are they generally housed better, but English textile fabrics have taken the place of country-made garments, shoes are commonly worn, and two meals of rice have become a necessity in the houses of even the poorer class of coolies, whose idea of luxury in eating was formerly confined to "chabeni" and the coarsest "atta" bread.

46. A slight consideration of certain statistics will, I think, show conclusively the above is not a *couleur-de-rose* view of the condition of the working classes. The great working divisions are carpenters, blacksmiths, masons, gharamis, navvies, coolies, carters, ecca and carrige-drivers, factory hands, &c.; each one of these classes has had a wider opening afforded it for work within the last 10 or 15 years. The carpenters in almost every district in Bengal have taken to making furniture on English models. Masons are extensively employed by the Public Works Department for house and bridge-building. The rapid increase in masonry buildings of late years, not only in towns, but in rural tracts, has been astonishing—a fact proved by the census returns. Blacksmiths have had their sphere of work largely extended by the introduction of machinery into factories, mills, plantations, mines, public and private workshops, and on railways, and also in consequence of the growing trade in carriage and cart-making and repairing. The extent to which the kutcha-house building trade of gharamis has extended is shown by the figures of the last census, which give the number of inhabited houses in Bengal in 1881-82 at 10,548,947, against 6,405,470 in 1871-72. There are few even of the poorer classes who do not boast now of two, and sometimes four, houses in each "bari" or "makan;" while the better-to-do classes of mechanics have often two, and even three, "kitas," besides a separate "boitak" or "dullan." Navvies, or workers on roads, canals, and railways, have had probably better times lately than any other class of the working population owing to the large outlay of late years on canals, roads, bridges, railways, sanitary works under municipalities, and on embankments and village irrigation works. The common coolies have found a wide opening on railways as porters and linesmen, and increased facilities for regular carrying work from the great and sudden expansion of internal trade and commerce. The carting, carriage-hiring, and ecca-driving occupations have not only vastly increased, but are most paying occupations now. There is hardly any railway or civil station in Bengal which has not shown a striking increase in the conveyances plying for hire either as carts, ticca-gharies, or eccas. The first is a necessary development of trade, and the latter two are the immediate results of the facilities for travelling afforded by the expansion of railways and provincial roads and communications. In regard to the greater openings in factories, plantations, and

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mines, it is merely necessary to point to the growth within the last ten years of the jute, sugar, tea, and indigo industries. Government is also annually extending its sphere as an employer of native labour in many of its public departments, which have only of late years shown a sudden expansion, such as the Postal and Telegraph Departments. In the former alone it employs 23,564 men in Bengal now annually in posts below that of sub or branch postmasters, *i.e.*, as linesmen, runners, chaprassis, road establishments, postmen, &c. The Telegraph Department does not employ less, and at certain seasons a great many more hands.

47. I will draw the Commission's attention to the following figures to show the amount of money thrown into the labour market annually by Government and public Companies. Excluding charges debitable to the Guaranteed Railways, the expenditure on Imperial and Provincial Railways belonging to Government was Rs. 40,03,187 in Bengal last year. Besides this, the working expenditure on private lines, including the East Indian Railway, was Rs. 1,77,40,497, the total capital expended on all the lines being Rs. 40,38,92,838. The number of natives employed permanently in the services of the Companies was 41,804, the bulk of whom belong to the working classes. To see how great the expansion of railways in Bengal has been of late years, it is merely necessary to remind the Commission that in ten years 735 miles of railway have been completed, 309 are under construction, besides 780 miles surveyed. The outlay on the 55 miles of State Railway open in 1874 was Rs. 76,90,000, but by the end of 1882-83 the total outlay on the 525 miles of additional State line was Rs. 4,05,00,000. It is true these charges include the outlay on rolling-stock and many other items not directly benefiting the local labour market, but they are still suggestive of the money annually passing into the hands of the working men from sources not existing, or not existing to the same extent, a few years back.

48. The Public Works Department, including the Irrigation Department in Bengal, stands next to the Railway as a great benefactor of the working classes. The expenditure in this Department in 1882-83 was—

	Rs.
(*a*) Irrigation—Imperial	19,33,122
„ Provincial	36,60,235
Total ...	55,93,357
(*b*) Imperial military and other services	15,24,383
(*c*) Provincial and other services	66,87,239
(*d*) Local—other services	45,297
(*e*) Contributions—tuccavi, nizamut, &c.	1,53,120
Total ...	84,10,039
Grand Total ...	1,40,03,396

The bulk of this expenditure would directly find its way into the hands of the working classes for work done or material supplied. The capital outlay, direct charges on irrigation works in Bengal in 1868-69, was only Rs. 7,81,783, but in 1881-82 it had increased to Rs. 5,24,57,980, the navigable canals constructed in this period being 456 miles, irrigation canals 210 miles, and distributaries 1,943 miles, in length.

49. The expenditure on district roads in Bengal last year amounted to Rs. 48,97,013,* and in municipalities, excluding Calcutta, Rs. 14,04,572 :† total, Rs. 63,01,565. The bulk of this would also find its way into the hands of the working classes, whether as servants or labourers.

50. The total money expended on public works and railways, therefore, independent of private industries, was over 40 millions last year in Bengal. A large portion, if not the bulk, of this money would represent the earnings of the different sections of the working or drinking classes. If we add the expenditure on works and industries carried on by private Companies and individuals, the amount will not fall far short of 100 millions per annum. The non-agricultural population of Bengal is given by the Census at 19¾ millions, of which carriers, servants, mechanics, manufacturers, labourers, &c., aggregate 5¼ millions. If to this we add 3½ millions as representing the working female population, we get a population of 8¾ millions, who represent the real working population of Bengal—that is, the population who benefit directly by the above annual outlay, or depend on the action of trade and commerce for a profitable income from labour.

51. I will only briefly allude to the surprising expansion of internal trade and commerce, for this is too palpable a feature in the economic condition of the province to require great elucidation from me. I would draw the Commission's attention, however, to the fact that Calcutta, the converging centre of the provincial trade, shows the value of its trade with the interior to have been 74½ crores of rupees last

* The Accountant-General's figures, however, are—

	Rs.
District Road Fund ...	42,16,547
District Road Account ...	77,421
District Post Fund ...	3,16,993
Municipalities ...	15,05,614

† The figures given in pages 19, 20, 88, and 93 of the Bengal Administration Report for 1881-82 are—

	Rs.
Calcutta Municipality—	
Total expenditure ...	31,62,439
District Municipalities—	
Total expenditure ...	25,08,221
Total ...	56,70,660
Adding road-cess as above ...	48,97,013
Total ...	1,05,67,673

year, while the goods traffic on the State Railways in the interior of the country alone amounted last year to over 11 millions maunds. The total weight of merchandise carried on the three principal railways in Bengal, excluding railway material and local traffic between station and station, was over 89 millions of maunds. The registered river and canal trade, besides, showed a weight of nearly 25 million maunds. The whole of this traffic was primarily conveyed to and from the exporting and importing points by country carts, and loaded and unloaded by manual labour. These figures indicate only faintly the amount of occupation provided for carriers and coolies all over Bengal by the rapid expansion of trade.

52. It is generally denied that any great increase in the wages of the working classes in Behar and Bengal has taken place within the last few years, but the Arrah farm-book gives the following rates as in force in Shahabad in 1873–75, and I place in juxta-position the rates now prevailing :—

Daily Labourers.

	1873.	1882-83.
Men,	1½ annas to 2 annas per diem.	2 to 3 annas per diem.
Women,	1 anna „	1½ annas „
Carpenters,	3 annas „	4 „ „
Carts,	8 „ „	12 „ „
Ploughs on hire with driver and two bullocks,	6 annas „	8 „ „

I have also ascertained the following rates :—

Masons (ordinary).

	1873.	1882-83.
Gharamis,	2½ annas per diem.	3 annas per diem.
Skilled masons,	4 „ „	8 „ „
Skilled carpenters,	4 „ „	6 annas and 8 annas.

It will be seen from the above that wages have generally risen from 30 to 50 per cent. in ten years. These rates obtain in towns, on public works, in private houses, and in factories. In villages payment in kind is still largely in force. In towns and on public works and private houses the increase has been even higher in effect, by the substitution of Government pice for Goruckpuri pice, in which the labour tariff was originaly fixed by native custom. Goruckpuri pice is 20 gundahs to 16 gundahs of Government pice per ruppee. The gain by this is one-fifth in the rupee. The wages of domestic servants have also increased 30 to 50 per cent. within the last ten years. Servants I paid Rs. 6 ten to fifteen years ago I now pay Rs. 9 to in my own household.

53. In 1871-72 the Government of Bengal in their Administration Report said it was probable wages in Chota Nagpore and Behar may have risen "from a penny halfpenny to nearly twopence per day in the former, and from twopence per day to 2½ pence or even threepence per day in the latter;" and again "in some districts day-labourers may even earn as much as sixpence per day at busy seasons." "Domestic servants, who formerly received Rs. 5 and Rs. 6 per month, may have risen to Rs. 6, Rs. 7, or even Rs. 8 per mensem." This was the condition of Bengal and Behar ten years ago. Here again is a picture of the South Behar working man in 1878-79:—"I could not have believed, if I had not seen it for myself, how abject is their poverty. Hunger satisfied and decency propitiated, they seem to have no further ambition. Many of them do not know what it is to have two meals a day, and most of them do not know when they rise in the morning whether they will get one full meal or not." Take the other and latter picture :

1879-80. *Patna.*—"Plenty of work placed the labouring classes temporarily beyond the reach of want, and gave them larger means of indulging in country liquor."

Gya.—"There has been a good and growing demand for labour, which has helped the poorest classes during the year."

Shahabad.—"The decrease in crime and increase in drinking are unerring measures of the prosperous condition of the people."

1880-81. *Patna Division.*—"There is a general belief that wages have risen, especially in towns. In Arrah it is said the workmen have combined to raise the price of labour."

En passant, I may remark I have heard of a fresh combination for the same purpose this year.

Again, "the labouring classes have not only been able to earn more wages in the aggregate from the reaping of local harvests, but have emigrated temporarily to other districts for employment at harvest time."

Sewan.—The Sub-Divisional Officer says:—"The condition of the people as regards their actual physique has been as different as possible."

The *Gopalgunge* Sub-Divisional Officer says:—"There was one sign of prosperity that was very evident to the eye during the cold-weather tour, viz. the building and rebuilding of houses."

"In the districts on the north of the Ganges an annual exodus of men to labour in Bengal takes the place to some extent of emigration to the colonies and tea-districts. Of this exodus no statistics are available, but some idea of its magnitude may be gathered from the

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fact that remittances by money-orders payable in Sarun alone have risen to five lakhs of rupees"—*vide* page 9 of Administration Report of Bengal, 1880-81.

In 1881-82 the Collector of *Mozufferpore* appealed to "the well-fed appearance of the lower classes" in support of his statement that their material condition had "visibly improved."

The Collector of *Sarun* considers his people "well off—better off, in fact, than their neighbours in some districts of the North-Western Provinces."

The people of *Durbhunga* have in the Collector's opinion reached "a respectable average of rustic comfort."

In *Chumparun* they are reported to "have much improved," and in *Shahabad* they are said to "have always been much better than elsewhere in the Division, and could not have been much injured in one unfavourable season."

54. To take a general glance at Bengal and its working population in comparison to their condition in 1871-72 :—

In 1878-79 the Collectors of *Purneah and Malda* report "a rise in the rates of wages." The Commissioner "knows there has been a rise also in Bhagulpore, and in Monghyr the demand for skilled labour has been stimulated by the extension of the railway system in North Behar."

In 1879-80 "there has been some rise in the the price of labour."

1880-81.—"In Purneah, owing to the dependence of the district on imported labour, wages have a general tendency to rise."

In the *Sonthal Pergunnahs* "the Sonthals are fond of using shoes and umbrellas," and "are discarding their old wooden and wattle habitations and building stout mud walls with high pitched roofs, whilst this year they have been actually found planting fruit-trees."

1878-79.—"The wages of labour have throughout this Division advanced *pari passu* with the rise of prices."

In *Midnapore* "the ordinary rate of wages for unskilled labour rose from 10 to 13 pice per diem in the Sudder, Tumlook, and Ghattal sub-divisions. Labourers, such as carpenters and masons, get as a rule 4 annas a day except at Tumlook, where they get 5 or 6 annas a day."

In *Beerbhoom* "wages rose 50 per cent."

In *Moorshedabad* "the labouring classes are better off than their ancestors."

1879-80.—"In some parts, notably Howrah, the labourers earn good wages and are able as a rule to live in tolerable comfort. In Hooghly and Howrah a large demand for labour exists in connection with the mills and railway workshops, and wages remain high."

1880-81.—"In Howrah and Hooghly a coolie can earn from 4 to 12 annas, in the coal-fields at Ranigunge from 4 to 8 annas, and elsewhere about 3 annas a day. The rates for skilled labour continue stationary, except in the neighbourhood of Calcutta, where they are believed to be steadily, though slowly, rising."

In 1881-82 "there was an increased demand for labourers on coal-mines, and rates of wages remained high."

1880-81.—"The fall in the prices of food and the demand for labour caused by the magnificent harvest have done much to improve the condition of the non-agricultural and labouring classes, whilst the agriculturists, though they grumble at the low markets, have done so well as to be generally free from debt, and in many places to indulge in feasting and entertainment. The Chandals of Narail in Jessore have been led by their improved circumstances to claim promotion in the social scale. In Nuddea, had it not been for the fever, the condition of the poorer classes would have been almost unprecedentedly good."

1882-83.—The following are the published scale of wages in this Division :—

	Skilled Labour.	Unskilled Labour.
Nuddea	4 to 8 annas.	2 to 12 annas.*
Jessore	4 to 8 „	2 to 5 „
24-Pergunnahs	6 to 8 „	4 to 5 „
Moorshedabad	3 to 6 „	2 to 4 „

1878-79.—"The wages of labour, both skilled and unskilled, have risen considerably in some places during the year under review. The wages of coolies are high, and have increased since the famine and the opening of the Northern Bengal State Railway. A coolie can earn from 4 to 8 annas in this (Dinagepore) district. The prices of labour in Rajshahye are for agricultural labourers 5, 6, and 7 rupees per mensem, syces 5 to 6 rupees per mensem, common masons 6 to 8 rupees per mensem, carpenters 12 to 18 rupees per mensem, skilled blacksmiths 10 to 12 rupees per mensem."

Pubna.—"Wages of palki-bearers increased. Wages of a common coolie, thatcher, or such like hired labourer, are 4 annas; agricultural labourers, as before, Rs. 3 per mensem and food. Wages of household and other private servants are higher."

Bogra.—"Wages of agricultural labourers rose during the harvest from 3 to 4 annas a day."

Rungpore.—"Labour is very dear: wages of ordinary day-labourers have risen still higher; the rates are 3½ to 5 annas per day. Smiths and carpenters get 6 annas per day."

*Evidently contract earnings.

Julpigori.—"Wages of labour have risen considerably. Skilled masons get 8 annas to 12 annas per day, carpenters 8 annas to 10 annas per day, blacksmiths 6 annas to 12 annas, tailors 5 annas to 10 annas per day." *Shahabad.*

Unskilled labour: "gharamis get 3½ to 6 annas per day, and coolies 3½ to 4 annas per day."

1879-80.—"Coolies obtain from 4 to 8 annas a day in Dinagepore, 3 annas in Rajshahye, 6 annas in Serajgunge, 5 to 6 annas in Bogra, 4 to 5 annas in Rungpore, and 3 to 4 annas a day in Julpigori. Skilled labour is also paid highly in most parts."

1881-82.—*Darjeeling.*—"The demand for labour and produce has rendered both labourers and cultivators in that district prosperous."

1879-80.—"The masses are generally well-to-do, and severe poverty is almost unknown."

1879-80.—"The wages of both skilled and unskilled labour are high in all parts of the Division." "The labouring classes are usually well off."

1881-82.—"An unskilled workman in any part of the Division appears able to command 4 annas, and in some places as much as 8 annas or 10 annas a day. The price of skilled labour varied from 5 to 12 annas."

1879-80.—*Singbhoom.*—"Men and women alike receive two seers of unhusked rice with a drink of rice-beer for a day's work."

1881-82.—"Unskilled labour rose from 2 to 3 annas a day, and skilled labour from 4 and 6 annas to 4 and 8 annas a day."

"All classes are ready to build superior dwellings."

"Substantial tiled-roof houses are springing up everywhere, and people are supplementing their earthen pots and pans by metal ones. The increased demand for these and clothing has led to a rise in the prices of cloth and metalware sold at the Daltongunge fair."

1879-89.—"When irrigation works were first introduced, the remuneration of unskilled labour went up with a bound. The ordinary wages of labour are well in advance of those prevailing in Behar, and the class of unskilled workmen are not very badly off."

1880-81.—"The demand for labour on such works as the great coast canal and the probable extension of the irrigation canals will soon put the lower orders in a position to purchase all that they require."

1881-82.—Wages of "unskilled labour are 1½ to 2 annas in Puri and 2 to 5 annas elsewhere, but in Balasore they are higher." People show an "improvement in the standard of living;" also "evident signs of having wholesome food in abundance, and are well clad, and ornaments are plentiful."

55. These extracts show that "the penny halfpenny and twopence per day, and twopence, twopence halfpenny, or oven threepence per day," which are given in 1871-72 as the wages of labour in Behar and Chota Nagpore, have now increased to a minimum of threepence, and range up to one shilling a day, and that in other districts of Bengal the maximum sixpence a day in 1871-72 has now become the minimum rate in most districts, the maximum being as high as one shilling and sixpence a day, which is a rate that will compare favourably with the scale generally found in rural towns of Europe and the colonies. Seeing that a man in Behar can easily live on a penny halfpenny or twopence per day, and in Bengal on twopence or threepence per day, the above rates evidently afford a fair margin for small luxuries now.

56. These higher wages, however, only inadequately convey the change in the condition of the working classes in Bengal. The contract system of work is now generally adopted in place of daily hire, and under that system a common coolie, navvy, or mason can earn as much as two shillings a day. Besides, labour was fitful and uncertain formerly owing to the supply being greater than the demand, but this is all changed now. The demand is in most places even with the supply, thanks to our railways, canals, and factories, and regular work is obtainable generally all the year round. A workman, instead of keeping his earnings of one season to support himself in another, may spend his savings now in any luxury he wants without giving the morrow a thought. He may even take his choice of half a dozen openings for his labour, and can practically make his own terms in the market.

57. A good deal of this prosperity doubtless results from the unexceptional abundance with which Bengal has lately been blessed, a great deal more on the operations of trade and commerce, the expansion of local industries, and the large outlays on public works, the sudden growth of the railway system and the extension of irrigation and canal works; but a good deal is also due to emigration, particularly in the tracts known as the cheap labour-producing tracts, of which Behar stands in the fore rank. How far the pressure on the labour market is annually lessened by a wider adjustment of the laws of supply and demand will, I think, be evident from a few facts. In 1880 the colonial emigrants from Bengal numbered 12,000, and in 1881 over 10,000 were received in the depôts of Calcutta, though the number actually recruited was 11,539. In 1871-72 the emigrants to the colonies numbered 9,211. The yearly average of colonial emigrants for many years has been over 9,000. The inland emigrants registered last year were 4,428 at the Calcutta depôt and 1,200 at Dubri, besides the large number taken by garden-sirdars without registration, and the yet larger number who migrate annually into the rice-districts of the lower provinces and tea-districts of Assam for temporary work. There can be little doubt, I fancy, that the total number who

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emigrate and migrate annually in quest of work elsewhere is little short of 30,000. This outlet for the overcrowded labour population in Behar and Chota Nagpore must sensibly year by year reduce in an increasing ratio the pressure and competition in those provinces, and afford substantial relief to the remaining population, who depend on the local demand for labour.

58. Before I leave this subject, I would draw the Commission's attention again to three facts which have materially benefited the agricultural labourers: *first*, the abundance of the harvest in the last few years; *second*, the increased area* under cultivation now in Behar and parts of Bengal, which has extended the area of field and farm work; and *third*, the advance in the system of village irrigation. The area brought under canal irrigation is now 1,326,868 acres in Bengal.

* Even where payment in kind is in vogue, the abundance of the harvest affords increased occupation, and therefore increased income. The reaping rates are 5 per cent. of the produce reaped. When the produce is large, the income is proportionately large, and the surplus gain over the domestic requirements remains as a net gain or saving, which may be utilised for any little luxuries. In a bad year there is no surplus left at all, for the income does not suffice for the ordinary consumption of the family.

59. I have devoted so much space to this subject of the prosperity of the labouring classes because there is a tendency to ignore its full force in considering the causes of extensive drinking. Where there is a drinking population, the consumption of liquor is determined purely and solely by the power to purchase it. An increase of income from regular work must inevitably lead to more drinking. Prosperity and drinking always stand to each other as cause and effect. That is a mere truism. If difficulties are raised in the way of the working classes getting their liquor in a legal way, they will get it in an illegal way. The articles for its manufacture exist in their homes; two old gharras and a bamboo pipe will soon give them what they want, amid the congratulations, if not with the assistance, of sympathising neighbours and the connivance of an easily-appeased village watch. The Government should always bear this in mind in dealing with a social question of this sort in a country like Bengal.

60. On the debit side of this question of increased prosperity and means is of course to be placed the increased price of food-grains and cost of living generally; but even after a balance is struck it will, I think, be obvious that the gain is large.

61. Statistics, fortunately, are in existence as to the relative prices of food-grains in former days. The Government of Bengal published a volume showing the average price of food-grain in every district in Bengal between 1866 and 1878, and the Administation Reports give figures down to the peesent year. From the published figures I get the following results. In Behar the average price of wheat and rice, the two chief food-staples, were as follow:—

In the Patna Division.

	Wheat. Srs. C.	Rice, Common. Srs. C.
1870-71	17 5	20 13
1871-72	23 2	22 15
1872-73	17 15	19 13
Average of 3 years ...	19 10	20 18
1879-80	13 11	14 14
1880-81	20 15	20 8
1881-82	19 6	23 2
Average of 3 years ...	18 0	19 8

From the above it will be seen that the rise in the price of the two principal food-grains in the last ten years in two periods of equal prosperity in Behar was only about 5 per cent., whereas the rise in wages in the same period has exceeded 30 per cent. by the daily hire rate at the minimum scale, and has in some cases risen more than 100 per cent. by the maximum scale.

62. The average prices of food-grains for Bengal are from the published table as follows:—

	Years of the First Period.		Years of the Second Period.	
Wheat ...	1870 to 1873,	15¼ srs.	1880-82,	15½ srs.
Barley ...	1872-73 and 1875-76,	27 „	do.,	31 „
Common rice ...	1870-73,	23 „	do.,	24½ „
Lesser millet ...	1871-74,	27¼ „	do.,	27½ „
Maize ...	1875-77,	31 „	do.,	34½ „
Gram ...	1872-75 excluding 1874,	19½ „	do.,	19 „

63. From the above it will be seen the average of the last two years shows the prices of food-grains to have been cheaper than in the first periods noted above. The prices of all these grains have not been published for the period 1870–73. I have therefore taken the figures available for each in their earliest periods. For barley I have excluded the famine year 1874-75, as the price was high. I have also avoided that year in the case of wheat, rice, maize, and gram. In the case of lesser millets the year 1874 made no material difference in the price. I have given the average of only the two years 1880–82, because I have not been able to find the average figures for 1879-80 in the published tables. Prices were abnormally high in 1876–78 owing to the drain on the markets of Bengal from the famine in Madras, Bombay, and the North-Western Provinces, and those years are not a fair criterion either for comparative purposes. The two periods selected for comparative purposes are what I believe to have been periods of equal agricultural prosperity.

64. The causes that have led to drinking among the upper and middle classes are quite distinct, and have no reference either to the question of prosperity or the merits or demerits of any system of excise administration. The evil in their case is the result of a hybrid civilization and of the force of example set by a foreign and dominant race, whose habits, manners, and customs are being aped by the rising generation of half-educated students, &c., turned out of our schools and colleges. The civilization of the present generation of Indians is one of transition from the superstitions and prejudices of a mediæval age to the independence and freedom of manners and thought of the Western races of the nineteenth century. The barriers of exclusiveness, bigotry, superstition, and prejudice are yielding to the advancing forces of education and intelligence, but the submission reacts on the mind injuriously by the destruction of those beliefs which have hitherto formed the ruling principles of life. The education inculcated in our schools and colleges has done the work of destruction, but it has laid no stronger foundations of moral rectitude, and induced no healthier or more robust modes of thought or habits of self-discipline. The average Hindu is naturally deficient in strength of character, and the absence of a higher code of morality in place of a defunct faith has made that weakness tell on his character in a very injurious way. The consequence is that with the waning dread of social excommunication, the expiring influence of a moribund faith, and the active propaganda of a new school teaching the use of liquor is sanctioned by the Shastras, the type commonly known as young Bengal has naturally made the first use of his so-called emancipation and regeneration to acquire the vices of a foreign race as a sort of fashionable and necessary passport for entry into a region of higher and superior civilisation. *Quæ fuerant vitia, mores sunt.* I cannot help thinking also that our system of competitive examinations, with the resulting hard and close study, the absence of healthy exercise, recreation, or domestic and social entertainments, combined with a sickly and delicate constitution, have largely helped to induce the vice of intemperance among this class. The reaction of prolonged mental tension induces depression or melancholia, which among people with sedentary habits and few amusements must ultimately give birth to a desire for stimulants as a sort of antidote for ennui. The history of the world has proved, what that of India confirms now, that the civilisation of Europe has always reacted on the character of the dark races of Asia, Africa, and Australia by developing habits of intemperance.

65. It is not so easy to indicate the scope and extent of State interference in what, though a social evil, is purely a characteristic failing. So far as the working classes are concerned, I believe the *laissez faire* doctrine is the best. The vice is not acutely developed at present, and the increase of drinking noticed lately is the result of causes which we cannot influence, and would not wish to see removed. A reduction of shops to any great extent will not prove a cure, but merely develop a trade in illicit and smuggled liquor. To reduce the capacity of stills will be ineffectual, for it will result merely in stronger liquor being distilled and subsequently diluted. What we should be careful to regulate is that no unnecessary extension of shops is allowed, and that the revenue is gradually raised, *pari passu*, with the keenness of competition and the income of the working men. The object of the excise administration should be to recover the maximum of revenue with the greatest discouragement compatible with the legitimate use of liquor. If no shops are allowed to compete in rural tracts within a radius of four miles, that, I take it, will, with a high revenue, be a sufficient discouragement. Anything further will only defeat the object in view and cause unnecessary loss of revenue.

66. For the middle and upper classes I would suggest a more healthy system of education. Books embodying principles of abstract social morality, to which religious susceptibilities would not object, might be largely introduced into our educational courses, whilst treatises on the evils of intemperance and the benefits of abstinence might easily find a place in the recognised courses of village pathsalas and anglo-vernacular schools. Our schoolmasters should not be machines merely for transferring their knowledge on general subjects to their students, but they should be real moral preceptors, forming and moulding the character of their pupils for the battle of life. They should therefore, by their character and life, be living examples of what their students should look on as models worthy of imitation. The student's head also should not be converted into a crammed reservoir of crude ideas, without any means of mental digestion from the absence of moral principles. This, however, is a subject which has probably been dealt with by the Education Commission, and I need not enlarge on the subject further.

67. My object is to show that in a question of this nature direct interference by the State for all practical purposes must be ineffectual, and may be positively mischievous, for the Government can no more change the habits of a people than it can stay the operation of those forces which are now silently working on the national character, though it may guide and control their future effects and lead them into beneficial channels. But though Government can do little in itself, the leaders of society may do much to discourage the use of stimulants. In Europe it has been found best to leave the community to deal with the evil. The operations of the Blue Ribbon and Salvation Armies have done more in one year to reclaim people from habits of intemperance than the closing of liquor-selling centres or other artificial difficulties in the way of obtaining liquor would have done in a dozen years. Dipsomania is a recognised mental disease, and it can only be cured, as all mental affections of this nature depending on weakness of mind and character are cured, viz. by strong moral influence from without. That moral influence must be supplied by society directly, though the State may indirectly bring its influence to bear on the natural leaders of society.

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It may insist on the proper moulding of character and training of mind of the students in its educational institutions, and the engrafting of sound principles of moral rectitude as a necessary part of secular education; it may make intemperance an official offence, entailing dismissal in the case of its servants; it may also insist on the punitive provisions of section 510 of the Penal Code being more actively enforced; and it may finally recognise and encourage private action and influence in checking a public evil by some special mark of favour or reward.

68. Had I been able to trace the evil to the existing outstill system in any way, I might probably have recommended some modification of the existing arrangements, such, for instance, as starting distilleries in large towns, at sudder stations and sub-divisional head-quarters only, and insisting on the actual testing and bonding work being done under the personal supervision of an officer not below the rank of a Sub-Deputy Collector. I may also have suggested that outstills in the interior should not be selling depôts as well as manufactories, but purely private distilleries, and confined only to villages where a thana or police-station exists. They would, in fact, be used only for supplying wholesale shops within a convenient distance. These private distilleries would of course be under no official supervision, so far as the quantity and quality of liquor they manufactured went, but they would merely be wholesale manufactories, from which wholesale shops would draw their supplies. Their licenses, and the licenses for the wholesale and retail shops, would be open to competition at public auction, and the Government revenue would, as at present, be fixed by such competition on the probable business transacted by them. The object of having the private distilleries at thanas would be to prevent their working after stated hours. It would of course be necessary to prohibit a distiller or wholesale manufacturer being a retail vendor also. I do not think it would be advisable in any arrangement of this kind to confine the sales to particular shops or to any particular area; for to do so would be to establish a monopoly in that area, and might, as a consequence of the undue raising of prices, result in illicit distillation. If wholesale purchasers were left at liberty to purchase their stock at any one of these manufactories, local competition among distillers would be created, and anything like a monoply prevented. I think putting up private distilleries to auction is much more likely to yield Government a higher rate of duty as revenue on the actual consumption than by leaving the imposition of the duty and testing of the liquor to dishonest or ignorant servants with imperfect instruments. I would not recommend any diminution of shops, nor any arbitrary restriction on the capacity of stills. When a still is put up to auction, however, it should be clearly specified what its recognised working capacity is, and the licensee should be allowed to increase the capacity during the term of his license. It may be taken for granted that the capacity of a still is regulated by the local demands both as to quality and quantity of liquor distilled, and any interference with these, even indirectly, will, I think, lead to evil results. A closing hour both for stills and shops should be rigidly enforced.

Second Memorandum on the Outstill System and its Influence on Intemperance in Bengal. By J. R. Hand, Esq., Deputy Collector, Shahabad.

In compliance with the President's request, contained in his letter No. 29, dated 8th January 1884, I continue my remarks on the evils inherent in the distillery system.

2. I do not for a moment claim the summary of instances given by me of the dishonesty of distillery-servants, smuggling of liquor from distilleries, or illicit manufacture of spirits in villages, to be either a complete or exhaustive one, even of the published cases. I would wish it to be understood that the papers to which I have had access are neither complete nor continuous. I think I may venture to assert, however, that the cases referred to, and extracts quoted by me, are sufficiently large and varied to justify a legitimate deduction of the evils I refer to being universally in existence throughout Bengal and Behar during the distillery period, and forming important features of that system.

3. In regard to the dishonesty of distillery-officers and smuggling of liquor either free of, or at a lower rate of duty than that provided for its strength in the sanctioned table, I draw the Commission's attention to the following facts in continuation of paragraph 23 of my first memorandum :—

(*a* 2) In his letter No. 46, dated 1st July 1864, Mr. Hime, the Sub-Divisional Officer of Sasseram, reported having "found it necessary to remove all the officers, darogahs, mohurirs, and chaprasis of the Nasrigunge, Tilowthoo, and Bhabua distilleries on account of the abuses prevalent in them."

(*b* 2) In his letters No. 12, dated 17th May 1865, and No. 94, dated 25th April 1865, Mr. Hime reported—

(1) That Sayud Kieramut Hussain, the darogah of Nasrigunge, had been in the habit of passing out liquor free of duty from his distillery; that on the information of one of his peons "two passes were discovered, one for six and the other for 12 gallons, of which the former had not been entered at all in the *nikas bahi*, or duty credited; of the latter, only 6 gallons were entered and duty credited." A further enquiry resulted in the "discovery of much valuable documentary evidence, private memoranda of the abkars and passes, three of which latter were found among the papers of one of the guddidars or retail dealers, two for 8 gallons each and one for 4 gallons, *no portion* of which had been entered or credited in the darogah's return." On comparing the private memoranda of the abkars, Mr. Hime

found that between June and November 1864 no less than "670 gallons had been passed out of the distillery free of duty." The darogah was convicted and sentenced to two years' rigorous imprisonment and Rs. 500 fine.

(*c* 2) In connection with the above case, (2) Dursein Abkar was fined Rs. 500, and in default of payment was sentenced to suffer four months' rigorous imprisonment; (3) Nundlal, manager, was fined Rs. 100 or four months' rigorous imprisonment; and (4) Gopallall was fined Rs. 50 or three months' rigorous imprisonment.

(*d* 2) For a very similar offence, viz. embezzlement of Government duty, (5) the darogah of Tilowthoo distillery was also criminally prosecuted this year and sentenced to two years' rigorous imprisonment and Rs. 500 fine, and (6) a distiller named Jai Ram was convicted of abetment of the above and sentenced to a fine of Rs. 100, and in default of payment to six months' rigorous imprisonment; (7) the mohurir, Beni Pershad, was dismissed, and also all the chaprasis

(*e* 2) In his Administration Report for 1864-65, Mr. Hime reported having cases against the officers of the (8) Bhabua, (9) Mohania, and (10) Chenari distilleries also under enquiry. In his report No. 51, dated 7th July 1865, Mr. Hime reported (11) convicting the mohurir of the Sasseram distillery under section 202, Penal Code, and sentencing him to a fine of Rs. 200, and in default to six weeks' rigorous imprisonment; (12) dismissing the darogah, Imdad Ali, of the Bhabua distillery, for taking illegal gratifications; and (13 and 14) dismissing the darogah and mohurirs of the Nasrigunge distillery for "not explaining satisfactorily a deficiency in the accounts of spirits in store." All the chaprasis were also dismissed for accepting illegal gratifications.

(*f* 2) This is how he describes the *modus operandi* of these frauds:—"These frauds are practised with the connivance of the mohurirs and abkars in the following way. The darogah enters in his returns a less quantity of spirits than the quantity actually passed out, embezzling the difference of duty. The public books of the abkars are cooked to correspond with the darogah's returns, while their accounts are adjusted by private memoranda showing the real amounts passed out. It was principally owing to the discovery of these memoranda that the frauds were detected It appears, too, by the papers of the abkars that they are in the habit of constantly paying gratuities to the darogahs, chaprasis, and mohurirs of the distilleries, as well as the amla in connection with the Abkari Department." Thus in one year this energetic and intelligent officer, with determination and indomitable perseverance, made a clean sweep of this Augean stable.

What was true of Sasseram was true of every other district. The following case, reported from Patna, will show this:—

(*g* 2) In his letter No. 45, dated 24th March 1865, the Collector of Patna reported that an enquiry made by a tehsildar on an anonymous petition had led to the discovery of systematic fraud being perpetrated by the darogah of the Sunmoye distillery in passing out more liquor from his distillery than he entered in his books.

In the case alluded to the tehsildar found a "gudidar" taking away 32 gallons of liquor from he distillery, though his pass covered only 22 gallons and the distillery register showed only that amount as having been cleared. Achhe Lall, the mohurir of the abkar Chadimeah, admitted that a regular system of deception had been kept up under the auspices, and with the sanction, of the darogah, Ajodhya Pershad, and the mohurir, Jugmohun Lall; that a less amount than was really cleared was entered in the *nikas bahi*, and the real amount cleared was written in a private book, which was luckily found among the papers seized by the tehsildar. An investigation into the matter clearly showed that a regularly organised system of deception was in force. (15 and 16) Both the mohurir and darogah in this case were tried criminally and sentenced to two years' rigorous imprisonment.

(*h* 2) The revelations in the Patna and Sasseram cases had a most startling effect in bringing cases of dishonesty to light all over Bengal. In 1866 three darogahs in (17) Singbhoom, (18) Hazaribagh, and (19) Sylhet were convicted and punished for fraud in the criminal courts, whilst the following departmental punishments were reported:—(20) one in Monghyr, (21 and 22) two in Hazaribagh, (23) one in Singhboom, (24) one in Mymensing, and (25) one in Cuttack.

(*i* 2) The next year, 1867-68, however, the convictions against the distillery-officers were (26) one in Singbhoom, (27) one in Chumparun, (28 to 32) five in Patna, (33 and 34) two in Shahabad, (35) one in Tirhoot, (36 to 38) three in Maldah, and (39 and 40) two in Rungpore; whilst the following departmental punishments were also reported:—(41) one in Bhagulpore, (42 and 43) two in Monghyr, (44) one in Nyadumka, (45 and 46) two in Pakour, (47) one in Lohardugga, (48) one in Manbhoom, (49) one in Singbhoom, (50 to 53) four in Mymensing, (54) one in Sylhet, (55 to 57) three in Cuttack, (58 to 69) twelve in Chumparun, (70 to 79) nine in Shahabad, (80) one in Tirhoot, and (81) one in Midnapore. I am sorry details of a similar nature are not published for any other years.

(*j* 2) Mr. Alexander, the Collector of Shahabad, in his Administration Report for the year 1866-67, remarked:—"If the excise-officers are ever so vigilant, they have not the time nor the means to compete with the dishonest men who are in charge of the distilleries," for, he asks, "How can they, single-handed, compete successfully against the combined influence of several dishonest men?" He remarked with great truth that "those who work the stills are working in common with each other, their interests being one and the same;" and hence "it was not difficult for the darogah to combine with them to defraud Government for a consideration, which the latter (abkars) will willingly give, and either levy the regular

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fees or a less quantity than actually leaves the distillery, or charge spirits at a lower rate which should have paid at a higher rate of duty."

(*k* 2) In 1868-69 Mr. Alexander reported:—"The present system of accounts kept up at the distilleries is no real check, for there is nothing to prevent a dishonest darogah playing into the hands of the distillers and making their accounts tally with his own." He naively asks, "How can we expect to get a clever, and at the same time trustworthy, man to accept such a post and be content with a salary of Rs. 15 per mensem?"

(*l* 2) In 1868-69 Mr. Alexander reported (82) the suspension of the excise-sheristadar and (83) the criminal prosecution of the excise-mohurirs for "certain irregularities," which are not definitely specified.

(*m* 2) In the same year he reported (84) the dismissal of the darogah of the Chenari distillery for what the Sub-Divisional Officer, Mr. Newbery, calls his "bad behaviour." This is the description of the condition of that distillery:—"Stills had been closed one after another, and licenses were given up until the distillery was hardly paying for its establishment." After this it is not surprising to hear that six cases of illicit distillation were discovered in the sub-division that year, and in one case an abkar set up a still in his shop and drove a lucrative trade in illicit liquor.

(*n* 2) In 1867-68 Mr. Mosley, the Sub-Divisional Officer of Buxar, reported (85) the suspension of the darogah of the Buxar distillery, adding suggestively "the revenue from this source has since largely increased."

(*o* 2) In 1870 Mr. Roberts, the Excise Deputy Collector, attributed the large decrease of revenue that year, amounting to Rs. 30,224, from country spirits, partly to the "lax discipline kept up by some of the darogahs, by which the distillers were able to form combinations." He reported (86) the dismissal of the mohurir and (87) the suspension of the darogah of the Jugdispore distillery, and says:—"The mohurirs had an interest in one of the stills, and the darogah connived at it." The darogah found it best to resign on other irregularities coming to light, and Mr. Roberts considered "the department well rid of him."

(*p* 2) Writing in 1867, the Sub-Divisional Officer of Sasseram remarked:—"The paltry pittance cleared by the distilleries (some Rs. 6,500) cannot in any way represent the duty on the spirits consumed in the town of Sasseram alone: hence I can only conclude either that the greater part of the duty is embezzled ere it reaches the Treasury, or that there is unlimited illicit distillation throughout the Division."

(*q* 2) In 1872-73 the Board reported a case in which a Sub-Divisional Officer, on stopping a man removing liquor from a distillery and testing its strength, found it should have paid a duty of 9 annas per gallon, but as a fact only 3 annas had been levied.

(*r* 2) Writing in 1868-69, that experienced Excise Deputy Collector Syed Waris Ally said:—"This system is the source of considerable loss of revenue to Government, and instead of its having the moral tendency for which it was introduced, it has an effect just the reverse. It, by enhancing the price of spirits consumed in these districts, induces the poor class of people to resort to illicit distillation, and gives an incentive to the numerous excise-officers in whose hands the distilleries are placed to defraud Government with impunity."

(*s* 2) Mr. Gribble, the Sub-Divisional Officer of Sasseram in 1866, complained that under the "andaji system" then in force he found, on testing certain spirits at the Chenari distillery, that the Government received 2 annas too little duty on every gallon passed out, *i e.*, that a duty of 3 annas was being levied on a strength which ought to have paid 5 annas. The "andaji system," be it remembered, was in force down to 1869, when hydrometers were at last introduced; but these were soon found useless, being invariably 8° to 10° out, whilst in the hot weather they were next to useless, and most of the darogahs could not read them properly.

(*t* 2) In 1872-73 the Collector of Shahabad reported (88) the dismissal of the darogah of the Sahar distillery for misconduct, remarking:—"Unless a darogah is honest, a *rara avis*, I fancy not often to be met with, he has every opportunity of playing into the hands of the distillers."

(*u* 2) Writing on the new system of taxing the material in 1873-74, the Collector of Shahabad, after showing that the bulk of the spirits, 9,757 gallons, manufactured in January 1874 under the new system had paid a duty of 4 annas, and in February 7,785 gallons had paid a duty of 5 annas, while under the hydrometer system in February 1873 the bulk of the liquor manufactured in the Arrah distillery, or 6,975 gallons, had paid a duty of three annas only, remarked:—"We cannot lose sight of the fact that under the old (still-head duty) system it was the interest of the distillers, and frequently also of the officers in charge of the distilleries, to represent the spirits as being of a low grade, while at present there is no such interest in the matter."

(*v* 2) Nothing, I think, is more suggestive than the sudden increase in the manufacture in those distilleries where the system of taxing the material was introduced in 1874. In the Arrah distillery between the 21st November 1873 (the date the new system came into force) and the end of March the manufacture had increased from 35,572 gallons of the corresponding period the year before to 47,460 gallons, and that notwithstanding the scarcity. The revenue, however, slightly decreased notwithstanding this increased manufacture. This shows, not that the people drank more, but that the abkars, in consequence of the new system reducing the tax, had taken more licit liquor. Thus, again, in 1870-71 the duty having been raised in the Patna Division from Re. 1-8 to Rs. 2 per gallon, the abkars resented the action of Government by taking 6,94,035 gallons less of licit liquor that year, causing a loss of Rs. 52,299 in the revenue. Can any one for a

moment believe that raising the duty by 6 annas per gallon would in one year so seriously affect the drinking habits of classes who have been habitual drinkers for generations? *Shahabad.*

(*w* 2) The result of the working of the new system of taxing material in the first year, 1874-75, resulted, as the Board showed in paragraph 76 of their Administration Report, in the consumption, in six out of the eight distilleries to which it had been extended, increasing by 1,23,572 gallons and the revenue falling by Rs. 1,31,620. This increase of manufacture, be it remembered, was during a period of scarcity too. The facts speak for themselves. The system, it is not surprising to learn, was very popular with the abkars, who made large profits out of it. Here, again, I ask, did this sudden increase of consumption reflect a sudden and apparently inexplicable change in the drinking habits of the people in the few selected tracts at a time of unusual scarcity, or did it prove the consumption of more licit liquor in consequence of the lower rate of duty admitting of a larger manufacture for about the same revenue?

(*x* 2) Mr. Mangles, writing on this system, pointed out, however, that though it led to the manufacture of a higher class of liquor, "more lasting and tasteful," it did not provide "a better check on the dishonesty of the excise establishment. Its success depends as much on their honesty as did the old system. They can still defraud Government in two ways,—either by levying duty on a less quantity of material than is actually cleared from the store-godown, or by allowing materials to be taken into the distillery and at once put into the fermenting-jars without being stored in the godown or shown in the store account."

II. In regard to illicit distillation in Bengal and Behar, I draw the Commission's attention to the following in addition to the cases and extracts quoted in paragraph 24 of my previous memorandum:—

1. I draw the Commission's attention to paragraphs 20 and 21 of the Board's Administration Report for 1866-67, regarding illicit distillation in Patna and Dinagepore.

2. Mr. Barbour, the Sub-Divisional Officer of Bhabua, in his Administration Report for the year 1866-67, reported that "illicit distillation was carried on to a considerable extent" in his sub-division. "In no single instance did the police do anything to stop the illicit traffic," but from "private information," however, he was enabled that year to seize "a very extensive set of apparatus for distillation in a village on the highway between two police-chowkies, and three miles from each." "Even this was only a very partial success, as the man arrested and punished was evidently only the servant of some one who could not be detected."

3. The Sub-Divisional Officer of Sasseram, in his Administration Report for the year 1867-68, reported:—"Though we have been rather successful this year in the prosecution of illicit distillers, yet it is only by accident or some quarrel among themselves that these illicit dealings are brought to light." He considered "the hush-money paid by illicit distillers to zemindars, chowkidars, and the police can be very little short of the Government duty." He reported a case where "a man was found in the possession of fermenting mohwa and all the material for distillation, but no spirit was seized, and no still found working: hence, owing to the loose wording of section 57, Act XXI of 1856, he was acquitted, but the material confiscated."

4. In 1866-67 the Collector of Shahabad remarked with great truth:—"As consumers can be found in numbers to purchase the untaxed article, in the same proportion will the suppliers of it be found." Of the police he said:—"Instead of preventing illicit distillation, they are employed, I fear, in encouraging it."

5. The next year, 1867-68, the revenue from country spirits showed an increase in Shahabad of Rs. 29,580, which the Collector attributed largely to "a proper check being kept on the excise-darogahs," and to the "check given to illicit distillation." The police have "successfully prosecuted eight cases of illicit distillation," besides "others."

6. In his No. 7, dated 5th June 1867, the Excise Deputy Collector of Shahabad reported:—"There was no consumption whatever of spirits manufactured in the Government distilleries in the hill tracts of Chaynepur," and he had "no doubt the people had recourse to illicit distillation." "Special instructions" having been issued to the abkari-darogah, they had "the effect of rousing his energy, and he arrested two men, named Babu Hall Sundi and Suambur Sundi, with a number of apparatus used for manufacturing spirits and a large quantity of wort, who were convicted on the 16th January 1867 by the Deputy Magistrate of Bhabua and sentenced to fines of Rs. 50 and Rs. 200 respectively, and in default of payment to imprisonment for two and six months respectively in the civil jail." Besides the above, "two other men were arrested in the sub-division of Sasseram on the information of one Prayag Dosad and convicted on the 27th November 1866 and fined Rs. 51 each, and in default of payment sentenced to four months' imprisonment." He also reported that instructions issued to the police "had no effect; not a single case of smuggling has been brought to light by their exertions," because "they are in the interests of the smugglers."

7. In his No. 28, dated 12th October 1866, the Deputy Collector showed that prior to the introduction of the distillery system Chaynepur was "extensively supplied with shops," but since the new system came into force "no licensed shops have been opened in their place, and there is no demand for spirits manufactured in the Government distilleries. It is absurd to suppose the people have given up drinking." That they had not done so was clear, for the Sub-Divisional Officer of Bhabua in 1876 reported that in addition to illicit manufacture in his Division liquor was also smuggled over the frontier from the Mirzapur district, where the monthly-tax or farming system was still in force. On the introduction of the outstill system in 1876-77 two shops were immediately licensed, which

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increased the next year to eight. At present there are 26 shops, which pay a revenue of Rs. 18,744, in the Bhabua division.

8. In his Administration Report for 1866-67, the Sub-Divisional Officer reported the prevalence of illicit distillation also in Ramgurh, two persons having been arrested and convicted of that offence that year.

9. In his letter No. 71, dated 23rd September 1867, the Sub-Divisional Officer of Sasseram attributed the depressed condition of the distilleries in his sub-division to "the number of stills kept up by the petty zemindars, but generally located in some very poor man's house,—so poor that the few pice which remain to him after paying hush-money to the chowkidars, &c., is to him a comfortable income as long as he is not caught, and if he is caught, only involves a sojourn for a month or two, well fed and in idleness, in the civil jail."

10. In his No. 82, dated 20th August 1867, the Sub-Divisional Officer of Bhabua reported three seizures of stills in the Ramgurh pergunnah.

11. In 1868-69 Mr. Newbery, Sub-Divisional Officer of Sasseram, in recommending the opening of several new distilleries and small shops in his sub-division as the only way to "drive illicit distillation out," said:—"If I thought that people in outlying villages either went without liquor altogether or were deterred from drinking by the distance of licensed shops, I should not for a moment recommend the establishment of these small shops; but it is in these outlying villages that illicit manufacture flourishes without fear of detection." Again, in reporting on six cases of illicit distillation discovered that year in his division, he refers to one thus:—"*A licensed distiller* had a shop at Bissence, and put an old man in charge of it. This old man set up a still inside his shop, and, under cover of an occasional gallon of licit liquor, was driving a flourishing trade in illicit liquor." This case will give the Commission an explanation of the system under which the 411 shops referred to in paragraph 23C of my previous memorandum were worked in Bengal in 1868 69.

12. In 1870 Mr. Roberts, the Excise Deputy Collector of Shahabad, reported:—"The amount of illicit trade connived at by the servants of Government is small as compared to that which is entirely concealed from them."

13. In his Administration Report for 1872-73, the Collector of Shahabad, in reporting the discovery of four cases of illicit distillation in the sudder sub-division, said:—"It is doubtful whether the pyadas do not actively connive at and encourage illicit distillation for the sake of the hush-money which it brings into their pockets." One of these four cases led to the conviction of the malik of one of the villages under Act XXI for conniving at the offence.

14. The following were the convictions in the Shahabad district for illicit distillation in the years referred to. The men were generally of the Soondi class:—

1870	...	...	...	3 persons.	1873	...	...	... 7 persons.
1871	...	...	...	8 „	1874	...	...	... 7 „
1872	...	...	...	7 „	1875	...	...	... 7 „

It is significant that since the year after the introduction of the outstill system there has been only one conviction for this offence in this district. In 1874 the Collector remarked:—"Under the present system we have no effectual check against smuggling, and the institution of charges must therefore be spasmodic and fortuitous."

15. In 1871-72 the consumption had apparently increased, chiefly in Monghyr, Hazaribagh, Cachar, Chumparun, Patna, Sarun, Shahabad, Tirhoot, and Calcutta, by 5,56,049 gallons, but the Board remarked with great truth:—"Much of the increase, doubtless, is merely liquor which before escaped duty."

16. From Dinagepore in 1870-71 it was reported that illicit distillation had been checked in Raigunge, and from Midnapore in the jungle mehals. The increase of revenue that year in Dacca, Mymensing, and Manbhoom was attributed to the check given to illicit distillation.

17. In 1872-73 it was found necessary to start outstills on the borders of Sylhet, Tirhoot, Chumparun, Bhagulpore, and Purneah, in order to kill the smuggling trade from Nepal, and this it most effectually did at once.

18. The decrease at Gurbetta, in Midnapore, was attributed by the Collector to illicit distillation being prevalent, and a special enquiry was instituted on this subject.

19. In 1872-73 the decrease in Banka (Bhagulpore) was attributed by the Commissioner to illicit distillation; 29 cases were prosecuted, and 35 persons convicted of that offence in that Division that year. "After that," the Commissioner remarked, "the sales in the distillery have improved."

20. In 1872-73 the Commissioners of Burdwan, Rajshahye, and Chittagong reported having taken special notice of illicit distillation in their Divisions.

21. The Board, in their Administration Report for 1873-74, made the following remark regarding the tract of country fed by the Beempore distillery in Midnapore, which comprised an area of 860 square miles, but had only eight licensed shops drawing their supplies from that distillery:—"There is throughout an abundant growth of mohwa-trees, giving the people considerable facilities for illicit distillation"—a remark equally applicable to the whole of Behar and Chota Nagpore and a good many other places in Bengal.

22. Regarding Julpigori, containing a population of 400,000 people, the local authorities reported that "much of the district was not supplied with licit liquor."

23. The Commissioner of Bhagulpore agreed with the Collector of Purneah that outstills lately opened in that district "had tended to check smuggling from Nepal and illicit distillation in remote parts of the district."

24. From Bankoora in 1872-73 it was reported that several shops, which had hitherto taken little or no liquor from the Government distilleries were closed, because "they were unable to carry on illicit distillation under the cloak of their licenses in consequence of the increased activity of the police."

25. In 1873-74 the Collector of Beerbhoom attributed the increase of 70 per cent. in the revenue from country spirits to "the steps taken to check illicit distillation."

26. In 1874 the outstill system was introduced into Chittagong on the report of the Commissioner, owing to the prevalence of illicit distillation, and because the distillery system had proved a failure in consequence of the competition of illicit stills.

27. The Collector of Tipperah in 1873-74 attributed the increased revenue that year to "the greater vigilance of the police in checking illicit distillation." He said:—"The cause of the small amount of consumption in the Sudder Division has been the large amount of illicit distillation carried on by the Hill Tipperah people who come into the district to 'joom' the low hills." Again:—"It is hardly to be expected that in a country like this illicit distillation will ever be put down if the price of the liquor is made so high as it is, and has to be carried out to such long distances." The Commissioner, in confirmation of the above, thought that the circumstance of Tipperah called "for a careful consideration of the course which should be adopted for the purpose of putting down illicit distillation, which is evidently carried on to a great extent, and for affording the people who do and will drink some better facilities than exist at present for obtaining a licit supply of spirits suited to their tastes." He also showed that the consumption of eight thanas in the sudder sub-division was only 794 gallons of licit liquor among eight-ninths of the entire population of the Division.

28. The Board, in paragraph 97 of their Administration Report for 1873-74, reported the discovery of two cases of illicit distillation and sale of spirits in the heart of Calcutta.

29. From Julpigori in 1874-75 it was reported that under the outstill system illicit distillation was decreasing.

30. From Noakholly it was reported that only 1,246 gallons of licit liquor were consumed in six thanas, thus showing "without doubt much illicit distillation prevailed," for the sudder thana alone consumed 1,246 gallons.

31. The Collector of Tipperah reported that the increased consumption of 1,995 gallons in 1874-75 was due to "the closer attention that has been given to the repression of illicit distillation, and to preventive measures generally, as evinced by the greater number of prosecutions."

32. Of Bhagulpore it was said "the outstills greatly check the smuggling of liquor from *moorung*."

33. Writing of Hazaribagh, Mr. Dampier said:—"Mr. Parry Davis and his police have been remarkably energetic, and, so far as the number of cases goes, successful in hunting up cases of illicit distillation, but the shopkeeper of Hazaribagh seems to look on its repression as hopeless."

34. The Collectors of Midnapore and Beerbhoom attributed the better results shown by the revenue of their districts to the "sustained vigilance" of the police in "repressing illicit manufacture."

35. From Calcutta it was reported that a peculiar rose-scented spirit was illicitly manufactured and sold for some time under pretence of its being a scent, whereas in fact it was country liquor highly scented.

36. Mr. Wavell, the Collector of Moorshedabad, reported the same year (1874-75) that a Native Pleader and Honorary Magistrate had been detected manufacturing contraband liquor, and had been prosecuted and punished at Berhampore.

37. In 1873-74 four cases of illicit distillation were discovered in the sudder sub-division of Chittagong; but in March and April 1874, owing to the exertions of Mr. Kirkwood, the Collector, five cases were discovered and 24 people convicted of this offence in *two months*.

38. I think I cannot do better, in concluding this subject, than to quote *in extenso* the following very cogent remarks of the Board on the Central Distillery System:—

"But when outstills are abolished and central distilleries established, the radius of supply is increased five, ten, or twentyfold. The weak liquor will not bear transport to the distant shops: the consequence is the population which these shops are intended to serve have before them the three alternatives—to consume a stronger liquor than that to which they have been accustomed, and which they really like, such being distilled at the central distillery, of a strength that will bear transport; to give up drinking altogether, or illicitly to manufacture the weaker liquor which they prefer. Thus the danger of driving habitual drinkers of weak liquors to the consumption of deleterious drugs by cutting off easy access to liquor must be carefully guarded against."

III. 39. I would offer the following observation on the question of arbitrarily restricting the capacity of stills. The object of that step would be either to reduce consumption by arbitrary means, in which case I respectfully submit it carries failure stamped on its face, *naturam expellas furcâ tamen usque recurret*, or to induce the distillation of a very high class of liquor. If the result is to substitute strong for weak liquor, the gain will hardly be on the side of sobriety. If the result is to cause the consumption of diluted spirits, the gain is nil, but the disadvantage is serious. Liquor *distilled* weak is healthier, and lasts longer, than liquor *diluted after distillation*. The latter very soon becomes unwholesome, turns sour, and affects the liver and digestion. The former will keep

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two or three days without deteriorating or becoming absolutely unwholesome. What the people appreciate in the present system is the fresh and wholesome, though mild, liquor they obtain. It will surely be a dubious gain to morality to substitute a fresh and wholesome drink for a stale and unwholesome one. Yet that, I take it, will be the principal result of reducing the capacity of stills. The capacity of stills, at any rate in Behar, is regulated primarily by the quality and quantity of liquor in demand. The weak liquor of Behar requires a very large admixture of water, and it is partly to provide for this bulk of water that the capacity has to be increased. Reduce the capacity, and in place of 32 gallons of weak liquor you will force the manufacture of 2½ gallons of London-proof liquor, to be subsequently diluted with about 20 gallons of impure water before it is retailed to the public. If, on the other hand, the result is to reduce the supply below the local demand, the immediate consequence, I fear, will be to create a proportionate demand for illicit liquor.

IV. (*a*) With reference to the question whether women of certain castes and races do or do not drink, and how far the outstill system has had any influence on habits of intemperance among the female population, I would take this opportunity of making some remarks. If it be asserted that women who never drank before drink now, the statement is one to which I should be inclined to give an unqualified denial. It could not proceed from any but people imperfectly informed of the social life and habits of the lower classes. Courtezans and women belonging to the Dom, Chamar, Dhangur, Musahar, Sweeper, Gipsy, Sonthal, Kol, Chero, Kherwar, and other castes and tribes do drink, and have always been addicted to liquor on occasions of marriages, festivities, and ceremonies. On this subject, and in reference to the general one of who were the consumers of country spirits during the distillery period, I beg to make the two following quotations. They are both the opinions of able and experienced native Deputy Collectors, who knew more of this subject than newspaper correspondents and editors who have lately been ventilating their views in print.

(*b*) From the Administration Report of the Shahabad district for the year 1877-78, drawn up by the Excise Deputy Collector, Baboo Jadunath Bose, I take the following:—"The largest consumers of country liquor in Shahabad are the Chamars, Dosadhs, Doms, Ahirs, Kahars, Dhobis, Mehters, Noonias, and Musahars; next in order are the Telis, Hajams, Banias, and others. The only respectable classes in this district, as in other parts of Behar, that are given to tippling are the Kayasths; Brahmins, Rajputs, Bhunyers or Babhuns, and the agricultural class of Koiris, *as a rule* completely abstain from liquor. On a rough calculation it may be said that from 30 to 40 per cent. of the whole population are habitual consumers of country liquor. The women of the Chamar and Dom castes are no more sober than the men. They often form the members of drinking bouts, in which the men indulge on all festive occasions. The women of the other castes do occasionally indulge in liquor, but they do so far less publicly, and with some degree of reserve." This, it will be noticed, was written *before* the introduction of the outstill system generally into Behar and Bengal. Things are no better nor worse now. Those classes who drink now among the masses drank a thousand years ago, and will continue to drink to the end of time, their consumption being regulated solely by their power to purchase or otherwise obtain what they want.

(*c*) Syud Waris Ally, the Excise Deputy Collector of Shahabad, writing in 1867 (his No. 51, dated 9th September 1867), said:—"I know the Kayeths are a race who freely indulge in spirits. It is used both by their males and *females* on an extensive scale," which statement the Collector of Shahabad, in his No. 495, dated September 1867, endorsed by the remark that Kayasths "as a class" did "largely consume country spirits."

V. In continuation of paragraphs 7 to 15 of my first memorandum, I add the following information, derived from the records of the Shahabad Collectorate:—

Strength of Liquors used in Behar.

(*a*) Under the *farming or outstill system*, 1861, *vide* Deputy Collector Waris Ally's memorandum dated 4th March 1864, and quarterly return dated November 1862—

Dobara kullan,	31° under proof.	These strength readings were found by actual test with a hydrometer.
Dobara khord,	41 ,,	
Kandi,	86° ,,	
Khassia,	91° to 97° under proof	

(*b*) Under the *distillery system* in 1864-65, as given by Deputy Collector Waris Ally in his memorandum dated 19th February 1864—

Dobara kullan,	16° under proof.	These were also found by actual test with a hydrometer.
Dobara khord,	41° ,,	
Kandi,	70° ,,	
Khassia,	87° ,,	

From the above it appears that the immediate effect of the distillery system was to raise the proof strength of dobara kullan by 15°, of kandi by 16°, and khassia (now called dokani) by 4° to 10°.* Waris Ally's tests were with a hydrometer.

* I find that in 1877 the Sasseram distillery manufactured anis at 18° under proof, dobara kullan at 38° under proof, dobara khord at 44° under proof, and kandi at 50° under proof. The lowest quality was 73° under proof. The anis of this period represented the dobara kullan of 1864-65.

(c) Mr. Lane, the Junior Secretary of the Board of Revenue, who made extensive tests with a hydrometer of spirits manufactured in the Tirhoot distilleries, gives the following as the result of his tests in his memorandum dated 28th November 1883, forwarded by Board's No. 4, dated 5th January 1864:—

Dobara kullan (now called anis)	...	...	...	25° under proof.
Dobara khord	...	...	...	50° ,,
Khassia (now kandi)	...	...	...	70° ,,
Khassia khord (now called dokani)	...	...	...	75° ,,

VI. In regard to the selling price of spirits at different periods, I have obtained the following information from the records of the Shahabad Collectorate. The data for 1861-62, 1862-63, and 1864-65 are taken from a report of Deputy Collector Waris Ally submitted in 1864; the others are from the Administration Reports, except the last:—

	1861-62.	1862-63.	1864-65.	1877-78.	1878-79.	At present.
	Per bottle.	Per bottle.	Per bottle.	Per bottle.	Per bottle.	Per bottle.
Khassia (now called dokani) ...	2 pice ...	3 pice ...	4 pice ...	4 to 7 pice ...	4* to 8 pice ...	3 pice.
Anis or dobara kullan	.....	.....	10 annas ...	12 to 14 annas	12 annas to 1 rupee.	6 annas.
Dobara khord	.....	.....	6 annas ...	.....	.....	3 annas.

* In 1877 dokani liquor was distilled in this district from 70° under proof to 88° under proof. The 4 pice per bottle referred to the latter, and 8 pice to the former. Liquor now at 70° under proof is called dobara, and sells at 3 annas per bottle.

In 1876-77 the Dumraon distillery in the months of April and February distilled 8,468 gallons of dokani liquor at 80° under proof.

The Jugdispur distillery gave 1,160 gallons at 86° and 88° under proof, and Sahar 317 at 74° to 80° under proof, whilst Sasseram gave 470 gallons at 70° to 73° under proof.

The Sasseram distillery (16°) in the same period turned out 400 gallons from and above 50° under proof.

From the above it will be seen that khassia or dokani is one pice higher in price per bottle now than the rate in force under the farming system in 1861-62, and the same as that in force in 1862-63 at the commencement of the distillery period. The strength, however, is 4° or 5° less now. Anis is decidedly cheaper now than at any previous period under the distillery system subsequent to 1863-64, but that cheapness is only relatively in proportion to its diminished strength. The anis that sold in 1864-65 at 10 annas per bottle was 16° under proof, whereas the stuff now sold under that name for 6 annas a bottle is about 55° under proof, and never over 50° under proof. The present mohardar, which sells at 8 annas a bottle, is seldom, if ever, above 40° under proof. There is really nothing in the market now to come up to the old dobara kullan of 16° under proof. In 1876-77 anis was turned out 18° under proof in the Sasseram distillery, and was seldom below 30° under proof even in rural tracts.

The dobara khord that sold in 1864-65 for 6 annas a bottle was of a strength of 41° under proof in that year. The stuff that sells now at 3 annas a bottle is 70° or 75° under proof. It will be obvious from the above that the reduction in price is only in proportion to the reduction in the strength of the liquor. The cheapness is thus more apparent than real when the strength is considered. It is peculiar how both the strength of liquor and its selling value have under the outstill system reverted to the position they occupied in 1861-62 under the farming system and the early period of the distillery system, before illicit distillation became rampant and prices prohibitively high.

Statement of Baboo Chandra Narain Singh, Deputy Collector, Arrah.

I was in Bhagulpore district from November 1874 to April 1880. I was excise-officer of the whole district from August 1875 to the time I left. There were seven Sudder Distilleries: four of them were under my immediate charge, and three were under the Sub-Divisional Officer. Of the four under my immediate charge I could inspect frequently three; but the fourth I could not inspect so frequently in consequence of its situation on the other side of the Ganges, and of my being a Treasury Officer also. As regards the distillery at the head-quarters, I am certain that there could be no fraud on the part of the darogah as long as I was in charge. I also think that there was very little fraud in the Sultangunge and Colgong districts, both of which, being situated on the side of the railway, I could visit regularly. About the district of Shibgunge, on the other side of the Ganges, I cannot speak with such certainty. As to the three other districts in the sub-division, my impression is that they were efficiently supervised by the Sub-Divisional Officers. I consider that the duty on spirits manufactured at sudder distilleries was fully levied during my time. There was no smuggling into the district from outside. There was, as far as I can remember, only one case of illicit distillation of importance detected on the north of the Ganges. My impression is that in the Baku sudder distillery the wild inhabitants of it occasionally manufactured country spirit without license for their private consumption, but owing to the jungly nature of the country few cases were detected. The increase in revenue during the period in which I was in charge of the excise of Bhagulpore partly took place under the sudder distillery system, but mainly under the outstill. As regards the latter increase, I think it is solely due to increased consumption. This increased consumption was due to cheapness of liquor. The cheapness of

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liquor is owing to outstill-holders being free to manufacture any quantity they please. Since the introduction of the outstill system I tried to realize as high license fees as I could possibly obtain. In one year the abkars combined among themselves, and in a body declined to pay the license fees which I thought adequate. The result was that no settlement was made at the usual time. The Collector agreed with me that my estimate was correct, and on a report being made to the Commissioner the shops were closed under the authority of the Board of Revenue for about a month, and were then let on the abkars agreeing to pay the license fees originally demanded plus the loss sustained by the temporary closure of the shops. The result was that the increase obtained in the Bhagulpore district during the first three years of the outstill system, when I was in charge, was, I believe, the largest obtained in any district of the province. I proposed the number of outstills to be established, but I do not know whether the number of outstills had anything to do with the increase of consumption. My impression is that the unrestricted power of distillation given to outstill-holders is the main cause of increase, and not so much the number of shops. There was a rule as to restricting the capacity of a still to 10 gallons. I tried to enforce that order, but the abkars in a body appealed to the Board of Revenue, and orders were received not to enforce the rule as to size. I think this old rule should be enforced (and it can be enforced), for in that case the supply would be limited. My view is that all outstills, with restrictions as to the size of stills, should be put up to auction as at present, and if any particular shopkeeper wanted more than one still, an additional fee, according to the discretion of the Collector, may be levied. In case the demand of any particular place should be such as not to be met by a still, I would increase the number of outstills according to the demand of that place. But my opinion is that it would be better to regulate the size of stills with reference to local demand, and to fix upset prices accordingly. This can be practically worked in all places. So long as it is not possible to provide for the better supervision and control of sudder distilleries, I think that in outlying and rural tracts the outstill system, with the above restriction, will work better, as in those places there can hardly be efficient control over sudder distillery establishments under present arrangements. In large towns and municipalities the sudder distillery system will work better, as there is the Excise Deputy at the head-quarters, and at sub-divisional stations there would be Sub-Divisional Officers to control the distillery establishments. The hours of working outstills should be from sunrise to sunset, as in the case of sudder distilleries. I would allow the existing hours of sale, *i.e.* up to 9 p.m.

In order to ensure check against the violation of excise rules, I would like to have one inspector for each district instead of one inspector for a division. Such inspector should be of the Sub-Deputy Collector class, and be placed under the orders of the Excise Department for employment whenever needed. I would also relieve the Excise Deputy Collector as much as possible of other duties in connection with other departments, so as to enable him to give more time and attention to excise duties.

In my opinion any change in the present system, under which the Collector, assisted by his Excise Deputy Collector, selects sites of shops, would only tend to embarrass such officers in regulating the number and position of shops to the best advantage. In practice the Collector would willingly listen to reasonable objections by persons affected. I would not entrust this power to any local body.

After the introduction of the outstill system in Bhagulpore, there were complaints about the public roads being blocked in the evenings by people drinking outside the outstill shops, and orders were passed directing the shopkeepers to accommodate their customers on the premises. The reason of these crowds was twofold—(1) there were six outstills in the town in the place of about 24 licensed shops supplied by sudder distilleries, and without an increase of drinking the congregation of people in six outstill shops formerly frequenting 24 liquor-shops would be noticeable; (2) I believe that the cheapness of the liquor under the outstill system had led to an increase of drinkers.

I made enquiries and experiments as to whether mohwa liquor stored in the godown of the sudder distillery deteriorated by keeping. As far as I remember, the result was that there was not much deterioration, and the distillers, as a rule, kept weak liquor stored in the godown for several days together, and duty was levied at the time of removal according to the strength ascertained and recorded on the day of distillation.

As far as my short experience of the outstill system goes, there is no truth as to the allegation of the drugging of spirits under it any more than there was under the sudder distillery system. I do not know if this alleged drugging could affect the strength of the liquor shewn by the hydrometer. I exercised no interference to regulate the quality of spirits distilled: all that I did was to test the strength of the spirits after distillation, and I took steps against the introduction of any saccharine matter in the liquor after it had been drawn from the still and before it was tested. It was almost impossible to prevent the distillers from mixing any substance like bakar while the material was undergoing fermentation. Bakar was a recognized ingredient of the wort, and if the distiller liked to add any other drug he could easily do so under the name of bakar, the components of which were not exactly known. But no complaint was ever heard that any deleterious drug was added to the wort prior to distillation: hence it is only reasonable to suppose that the addition of such drug to the material would not at all be profitable to distillers. As for adding any drug after the liquor was ready, there was the same facility for doing so during the distillery period as there is now, for we could exercise but little control in this respect after the liquor passed out of our distillery to the retail shops; but, as I have said, I never heard any complaint as to drugging during my experience of the sudder distillery system, extending upwards of 12 years.

Statement of Baboo Mohim Chundra Ghose, Excise Deputy Collector, Arrah.

I HAVE been in the Government service for upwards of eleven years, and since 1878 I have been a Deputy Collector and had charge of the Excise Department at Jessore for about two or three months, and have been at this place since November 1882. When I was in charge of the excise in Jessore, the sudder distillery system was in force in that district, and I gained there some experience of the working of the sudder distillery system. My experience is that both drinking and drunkenness have increased since the introduction of the outstill system. I attribute this increase both to the prosperity of the lower orders of the people and to cheapness of liquor. Drinking and drunkenness have increased amongst the lower orders of the people. In the last year of the sudder distillery system, *i.e.* 1875-76, there were 242 liquor-shops and 12 sudder distilleries in this district. In 1871-72 there were 395 shops. At present the number of outstills or shops is only 156. The number of outstills was never more than 219 since the introduction of the outstill system.

I would propose, with the view of reducing drinking and drunkenness, to restrict the size of stills and to regulate the hours of selling, *i.e.*, I would close liquor-shops before candle-light. As to sites, I would remove shops from public thoroughfares. I would throw other obstacles in the way of people getting liquor very easily and at low prices. I would not change the present system, but would improve it as much as possible, since in the sudder distillery system there would be illicit distillation and smuggling, which it would be impossible to check without very heavy and expensive establishments. I would not make over the management of excise to any local body as a general measure; but at particular places, where really trustworthy bodies exist, there may not be objections to entrust them with such management. But I am rather diffident in this matter. As to the existing excise establishment, I would greatly strengthen it.

Statement of Ray Joyprokash Lal Bahadur, Dewan of the Maharajah of Dumraon.

I HAVE been in this place (Dumraon) 23 years. During eight years of that time I have been the Manager of the Maharajah's Estate. At Dumraon I see drinking has been steadily increasing generally, and particularly amongst the lower orders. Comparatively there has been an increase in the higher class also; but drunkenness has not increased amongst the higher orders in the same ratio as amongst the lower orders. This increase has been going on for the 23 years that I have been in the Raj. The causes of this increase are—

(1) Liquor is easily available.
(2) The cheapness of the liquor.
(3) The disintegration of society.
(4) The influence of English education, both direct and indirect.
(5) The weakening of the control which the higher classes had over the lower.
(6) The increase of wages of the labouring classes, and payments in cash instead of in kind.

As regards facility, liquor can be obtained more easily than before, as there is now a larger number of shops than formerly. When I first came to the district, the Maharajah and his principal ryots discouraged drinking, and their influence was enough to prevent the multiplication of shops and the use of liquor by all classes except the Kayeths, who drank in private. Now the Maharajah's influence is waning, the people are not prevented from drinking, and the shops have been multiplied, which, besides meeting any pre-existing demand, have a tendency to create a demand amongst people who would not care for drinking if the supply were not brought close to them.

The difference between the sudder distillery and outstill systems is this. Under the sudder distillery system there was one place of manufacture for a large area, and the liquor there manufactured was under the control of Government officers. The liquor had in many instances to be carried to a great distance, and then separate shops were kept for sale. All these things increased the price, and the Government supervision insured the liquor being of good quality. The outstills are more in number than the distilleries, and though there may have been more retail liquor-shops than there are now outstills, there was this great difference between them, that while there is always a supply of liquor at the outstill there was a frequent failure of supply at the retail shops, particularly those which were situated at a distance from the sudder distillery.

I consider it to be a fact that people get accustomed to the smell of the liquor from the outstills, which are situated in public places. This has a tendency to do away with the dislike to drinking; and this was not the case with liquor-shops under the sudder distillery system, as the liquor was not manufactured there.

The difference in price is between five pice (*i.e.*, one anna) now in Dumraon and three pice in the interior and two annas under the old system. It is a fact that the spirit which is mixed with water after distillation is much less palatable than spirit which has been distilled weak. I do not believe that spirit is ever medicated in any way after distillation. I think the outstill liquor is more deleterious than that manufactured in the sudder distillery, because liquor mixed with water is not healthy. The people in this part of the country who use liquor consider it dangerous to drink water after taking liquor, *i.e.*, after they get intoxicated. The same result follows in the dilution of country spirits with water. I understand that the liquor prepared for the Holi festival is sometimes manufactured with dhatura, but I doubt whether it is so medicated at any other time.

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By disintegration of society I mean the decline of the efficacy of the caste system, which in India has hitherto supplied the force which public opinion supplies in other countries. I also mean the breaking up of the old joint family system, under which no member of a family which did not drink was allowed to drink.

The effect of English education is that it weakens the belief in religion, whether of Hindus or Mahomedans, and makes them disregard the provisions of their religious books with regard to drinking. They have also got an idea that drinking gives more strength and energy. Under the old sudder distillery system people who wanted to get good liquor used to send their materials to the distillery for distillation, paying the tax on the same, and now they do the same in the outstill without paying tax to Government, but they pay nominally to the distillers. This is done by those of the upper classes who are in the habit of drinking and care for their health.

I would suggest that the Municipal Commissioners or the village community in the shape of a punchayet or the new bodies proposed to be formed under the Local Self-Government Act should have power to punish people who drink excessively and restrict the number of shops and regulate the manufacture, and also fix the price of liquor to be sold. Since the introduction of the outstill system the consumption of tari has increased, but the consumption of bhang has decreased. Previously the Raj was not in the habit of taking rent from tál-trees, but of late attempts are being made to levy rent at the rate of four annas per tree. This has been found partially successful. This applies to both date and tál-trees.

My experience is that the consumption of liquor varies with the earnings of the people; and when a man of low class earns more than usual, and gets an unusual supply of cash, he goes to drink. It is also commonly believed that distillers, besides selling on credit, take articles of jewellery, &c., in exchange for liquor.

For the improvement of the outstill system I should suggest that the shops should be closed at 4 o'clock, before the labourers are free from work. Rules against selling on credit or taking articles of jewellery in exchange should be observed by the police. Drinking on the premises should not be allowed. A minimum price should be fixed. In consequence of the difficulty of testing strength, I should not take it into account in fixing the price. Shops should not be placed in conspicuous places. After all these restrictions, I consider the outstill system will be still inferior to the sudder distillery system. I should propose to check illicit distillation by making the next neighbour of any one using an illicit still liable to criminal punishment unless he informed against the offender.

There are three classes of drinkers amongst the lower castes—

(1) Those who drink without the sanction of the caste;
(2) Those who drink habitually with the sanction of the caste; and
(3) Those who drink with the sanction of the caste, and in whose assemblies on festive occasions liquor is served.

I shall send hereafter a list of the castes. Formerly the females of the Kayasth caste would not drink, but they are now in the habit of drinking. This habit is confined to the higher orders of the Kayasths, and more amongst those who have got English education; and, in fact, it may be said to extend only to those who are brought in contact with European civilization. The liquor they drink is either imported or manufactured from their own material sent to distillers for distillation, or from outstills, according to the means of the drinkers. The Kayeths are the greatest sufferers in this respect.

Classes who are not in the habit of drinking liquor, and who, when they do drink, do so without the the sanction of the caste.	Those who drink habitually with the sanction of the caste, but not at social gatherings.	Those who drink with the sanction of the caste, and who are habituated to liquor at social gatherings.
1	2	3
Brahmin.	Kayasth.	Kumhar.
Chhettri.	Kalwar.	Hajjam.
Agarwala.	Rauniyar.	Gareri.
Khatri.	Lohar.	Dhobi.
Koeri Jarodhar.	Barhi	Dosadh.
Kasarwani.	Teli.	Mallah.
Sayud Mahomedans.	Kahar.	Chamar.
Raj Bhat.	Mali.	Mehter.
Kurmi.	Kurmi Joysowar.	Dom.
Marwari.	Mosulmani Bhat.	Nuniya.
	Tamoli.	Ahir Goalla.
	Kandu.	Mussahar.
	Sonar.	Bathudi.
	Koojra.	Pasi.
		Tatwa.
		Jolha.

Statement of the Hon'ble Harbans Sahai, Vakeel, Judge's Court. *Shahabad.*

I WISH to direct the attention of the Commission to the following points:—

1. *The size of a still.*—Formerly the capacity of a still was only 10 gallons, and now according to the rules of the Board, that restriction has been withdrawn and the abkar is at liberty to use a still of any capacity. As a matter of fact the abkars use stills of a very large capacity; and this will, I hope, be found to be correct by the Commission now appointed. I would restrict the capacity of a still to 10 gallons. If the demand of the place be more than the still of that capacity can supply, I would either give the vendor an additional still of 10 gallons, or open another outstill of that size, according to the discretion of the Deputy Collector. Though the number of outstills has been reduced, it has not produced the desired effect, inasmuch as no limit has been prescribed for the capacity of the still, and it is a fact that the neighbouring distillers are using stills of a large capacity to make up the deficiency effected by the abolition of the outstill-shops.

2. My second point is the *strength of liquor or spirits.* The sudder distillery under the old system used to manufacture country spirits with the following materials, viz. mohwa and goor, and I am informed that mohwa and goor, when mixed together, produced spirits which were not very strong. The distillers had to pay duty per gallon according to the strength of the spirit; therefore it was their object not to manufacture liquor very high in strength. Now they can, under the outstill system, manufacture country spirits of any strength without having to pay anything more for the strong liquor. Accordingly, as a rule, the distillers of the outstill distillery prepare the country spirit out of mohwa and choa (refuse molasses), and these two things answer the purpose very well. They are very cheap, and at the same time produce liquor of a higher strength. To make it very strong, I am informed they use deleterious drugs, viz., bakar, dhatura, &c., and thus increase the strength to any degree they like; and these can be tested and found to be correct, especially on such occasions as the Holi and other festivals.

3. The third point I would take is the *price of the liquor.* On enquiry I find here that the country spirit called dokani, which used at first to be sold at 4 annas a bottle, may now be had at 1 anna a bottle. Dobara (twice distilled) liquor was sold at first at 8 annas per bottle, now at two annas per bottle; and in this way the price of country liquor has become very cheap. By having many outstills well-to-do and rich people have got great facility in getting anis and other superior kinds of country spirits distilled in their own villages, and they have to pay also at a cheap rate for the same. Under the old sudder distillery system they had not the same facility; they had to send the material to the sudder station and pay higher tax. Thus, not only the lower classes of the community, but the higher classes too, have now got greater facilities for drinking, though formerly one or two very big zemindars used to keep their own private stills, but this they had to do at great risk and great cost. They had to pay regularly the police and the darogah. At the time of the sudder distillery system many rich zemindars did not, as a matter of fact, like to take the trouble and expose themselves by sending their material to get anis and other superior kinds of liquors distilled at the sudder distillery. At Holi time and other festivals, as marriages, &c., when it is the custom to give liquor to friends and dependents, small zemindars used in the olden time to get a comparatively restricted quantity of dear liquor from the sudder distillery, while now they are able to send any quantity of materials that suit them to their neighbouring outstillers, who may be their own ryots, and get the liquor made probably for nothing. The restriction of the capacity of the still will check the distillation on account of the zemindars, and also on account of the other people, who, on such occasions as marriages, shradhs, and other festivities, require large quantities of country spirit; and the very fact of the maximum capacity of the still being limited to 10 gallons would induce them to make a demand for a less quantity than they do now. There was also a limit formerly as to selling one seer of country spirit to one person at one time; now the limit has been increased to six quart bottles, and this has worked very mischievously.

4. The fourth point is that the tariwallas complain that they cannot get customers for their tari, the country spirit having become so very cheap. The tariwallas have also been obliged to reduce their rate, and thus the country is deluged with very cheap tari and country liquor.

5. The fifth point is the *increase of Government revenue.* In Shahabad, *i.e.*, in this district, the outstill system was fully completed in 1880-81, and in that year the revenue was Rs. 1,32,321, whilst in the immediately preceding year, 1879-80, it was Rs. 90,857, when both the systems were in work; so the increase is markedly enormous. In 1883-84 the revenue amounts to Rs. 2,24,256; last year's realized revenue was Rs. 2,91,810.

6. The sixth point is *consumption.* The figures given in the outstill books will show a large increase over the consumption under the sudder distillery system.

7. The seventh point is the *hour of working the still.* Though there is an order of the Board not to work the still in the night, I am informed that the rule is often violated.

I would advocate that the sudder distillery system be reintroduced. I would have sudder distilleries at the sudder station and sub-divisional head-quarters, and, if more be necessary, at the police-thana. I would place the sudder distillery in charge of a Special Sub-Deputy Collector or Deputy Collector, if available. The Sub-Deputy Collector or Deputy Collector who may be in charge of the distillery should not be burdened with multifarious works. He

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should have ample time at his disposal to enable him to effectually exercise vigilance and surveillance. The materials must be approved of by a competent person or expert. I would also have the thana sudder distillery in charge of a special officer not below the rank of a Sub-Deputy Collector. I would also have a highly-paid detective staff, and I would also propose that the informers should get one-half of the fines levied from the offenders, and the other half should go to the seizers. In case the Government is not prepared to revert to the former sudder distillery system, I would propose as follows:—I would reduce at once all the outstills located in the villages in which agriculturists generally reside. I would have outstills only in such villages in the mofussil in which there is a hât or bazar, places of residence of mercantile and artizan classes, and which in this part of the county we call "gunge." I would considerably reduce the capacity of the stills, and would prescribe certain materials with which alone the abkars would be authorized to manufacture country spirits. I would prescribe certain hours for manufacture as well as for sale. I would appoint a superintending staff, whose duty would be to go round the mofussil outstills and see that the above restrictions are observed. The license of the abkars should be invariably cancelled in case of a breach of the abkari rules.

Statement of Ram Charan Dass, partner of Baboo Surjyaprasad, license-holder of country spirits.

We have taken licenses for 17 country-spirit shops, five of which are situated within the town of Arrah and 12 beyond it, within the sudder sub-division, and pay an annual license fee of about Rs. 43,000. All these shops or outstills are managed by servants entertained by us, and not by the subletting system. We had also shops during the sudder distillery system in 1879-80 for 11 months.

The country spirit is manufactured here from mohwa and goor. Ordinarily 25 seers of the former and five seers of the latter are mixed together and fermented for one distillation. There are five sorts of spirits ordinarily used here, viz. (1) Kala dobara or mohardar, (2) anis, (3) dobara, (4) kandi, (5) dokani.

The quantities drawn in one distillation are—

2½	gallons	of kala dobara.
3	,,	of anis.
5	,,	of dobara.
10	,,	of kandi, *i.e.* 5 gallons pure liquor and 5 gallons water.
16	,,	of dokani, *i.e.* ditto and 11 ditto.

They were originally sold at the following prices:—

	Rs.	A.	P.	
Kala dobara	0	8	0	a bottle.
Anis	0	6	0	,,
Dobara	0	3	0	,,
Kandi	0	1	6	,,
Dokani	0	0	9	,,

The still used is of copper, having a capacity of four maunds, equal to 35 gallons. There may be 10 or 12 distillations in 12 hours. In one distillation, with one maund and 10 seers of mohwa and 10 seers of goor, 32 gallons of dokani will be made, *i.e.* 10 gallons of pure liquor and 22 gallons of water. A still of the capacity of four maunds can distil 10 gallons of pure liquor at one distillation.

Under the sudder distillery system the spirits manufactured and passed were of the same strength as those of the outstills. Under the former system the consumption was less than at present.

Statement of Gopal Ram, old vendor under the sudder distillery system.

I had a still in the sudder distillery, as well as a shop for sale of liquor, for about 15 or 16 years under the sudder distillery system. My still was of the size of one and a half maunds; it was of copper. The size of a still ordinarily used varied from one and a half to two maunds. In one distillation with 20 seers of mohwa and five seers of goor four gallons of pure liquor could be drawn. This used to be mixed with eight gallons of water. This liquor was usually called dokani, and used to be sold for five pice per quart bottle. The various sorts of liquors which used to be sold were anis, dobara, kandi, and dokani. A bottle of anis used to be sold for 12 annas, dobara five annas, kandi two and a half annas, and dokani five pice. Bakar is not used in this part of the country. There is, it appears to me, more consumption now than before.

Statement of Baboo Hardayal Singh, Zemindar and Pleader, Buxar Sub-division.

I do not think that there is any general increase of drunkenness amongst the higher castes, but there is a decided increase amongst the lower castes of the people. There is no drunkenness amongst the Brahmins and Chhetris. There is some increase of drunkenness amongst the upper class of Kayasths, *i.e.* canoongoe, but there is none amongst the patwari

or lower Kayasths. Drunkenness is most common amongst the lowest or servile classes, such as Dosadhs, Chamars, Ahirs, &c., &c. These people have been drinking from time immemorial, but they have begun to drink more now than formerly. I do not know of any class not previously addicted to drinking which has now begun to drink. I have not heard of any individual of the Brahmin or Chhetris class having taken to drinking. But these remarks do not apply to the Mahomedans, many of whom have taken to drink. The increase of drinking I attribute to the introduction of the outstill system. There was a good deal of drinking when the old outstill system existed amongst the lower classes, which was checked on the introduction of the sudder distillery system, and since the abolition of that system the increase has again revived. The liquor is cheaper now than it was under the sudder distillery system, and it can be now had at all hours. I found my palki-bearers taking liquor from an outstill shop at 11 or 12 o'clock at night. Under the present outstill system I hear liquor is prepared by mixing poisonous substances, such as dhatura and kuchila, with the view of making the cost of distillation less. At present the price of liquor is accepted in kind; formerly, when the tax was realized day by day, the sellers were unwilling to take anything except in cash. I have seen people drunk and disorderly about the outstill, both at Buxar and my native village. I saw people drunk in court during the last year. I never saw it before.

Statement of Baboo Saligram Singh, Zemindar of Medinipur, near Dumraon.

I DO not know that there has been any habit of drinking amongst the Brahmins and Chhetris. There has been an increase amongst the drinking classes; those people who drank before drink more now, and there is a larger number of drinkers also amongst them. The cause of this increase may be attributed to increased resources. There has been an increase of drinking amongst the domestic servants. There has been an increase of wages; the wages have increased 50 to 100 per cent. The people who used to drink one bottle formerly now drink one and a half or two bottles, without any regard for the support of their families. This state of things has been brought on by disintegration of the family system. Those who drink, drink immoderately, and they work badly, and are given up to evil courses in other ways. There is no increase of drinking amongst the agricultural classes, although their income has increased. The working and labouring classes get their wages daily or monthly, while the agricultural class get their income at one or two particular seasons of the year only. There is no outstill in my village.

Statement of Thakur Prasad Sing, zemindar of village Gazipur, Sub-Division Arrah, District Shahabad.

I AM an inhabitant of this district, living in the village of Gazipur. I find that drunkenness has awfully increased during the last two or three years in this district, especially amongst the lower classes of people. This increase is, I think, due to the introduction of outstills, under which system the people can get spirits cheap and easily, while formerly they had to come to the sudder station of Arrah, where there was only one still. At present there is a great increase of stills as well as shops. Brahmins and Chhetris drink secretly; I think there is an increase of drinking amongst them also. The people who habitually drink are the Kahars, Binds, Dosadhs, Doms, Chamars, the lower orders of Mahomedans, Kurmis, Kayasths, &c. Formerly women of the lower classes did not drink, but now I find they have commenced to drink in consequence of the cheapness of liquor. I do not know, nor can I say, that people who did not drink before have now taken to the habit of drinking. I would suggest the revival of the old sudder distillery system, because under that system spirits used to be sold at one place only. At the sudder station of Arrah there was formerly one place of sale, whereas there are now several places where spirits are sold. I do not know how many sudder distilleries there were in this district formerly, nor do I know how many liquor-shops there were at the sudder station of Arrah. There were some liquor-shops at Arrah, and the vendors would take their supplies from one principal distillery. There are hundreds* of shops round my village now, whereas formerly there may have been one only. I cannot enumerate the hundreds of shops, but can name some, viz. Sinhar, Luchmipur, Surya, Goozu, Realtolla, &c. I think there was only one shop at one of these places, *i.e.* at Sinhar, under the sudder distillery system.

* The Excise Deputy Collector, who was asked to ascertain the accuracy of this statement, reported as follows:—"The statement of the witness having hundreds of shops round his village is an exaggeration. There are only 156 outstill-shops in the whole district. Of the five places named, there are outstills at Sinhar and Surya. There are no outstills at Luchmipur, Goozu, and Realtolla. There were liquor-shops in all these places when the sudder distillery system was in force."

Statement of Baboo Radha Lal, Deputy Inspector of Schools, Shahabad District.

I HAVE been in this district since 1878 as Deputy Inspector of Schools. I have neither seen nor heard of any case of drunkenness amongst the boys of the middle class or primary schools under my control. In some instances I found a few gurus actually drunk. These were all Mahomedans or Kayasths. I found one Mahomedan and three or four Kayasths of private schools only. These cases I found last year and none this year. My impression is that the

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majority of the gurus are not addicted to drinking. I see an increase of drinking, *i.e.*, I see now more drinking than I saw when I first came here. The reason is that there are more outstills now than there were before, and I often see that there are twenty or thirty people drinking at an outstill. I have not seen any people disorderly on the public road. The drinking is most prevalent amongst the Kayasths of all classes, high and low. The Kayasths are generally Saktas, who have the sanction of their religion to drink. Their boys drink, and some of their women too; but this is an old feature, not a new one. I do not find any increase of drinking amongst them. The lower orders of the people, viz. Kahar, Dosadhs, Chamars, Ahir, &c., are in the habit of drinking. Brahmins, Chhetris, and Koiris do not ordinarily drink. I do not know that the people who did not drink before have now taken to the habit of drinking. There has been drinking amongst the Mahomedans, but not amongst many. They generally drink tari and country spirit, but the rich people drink imported spirits.

Statement of Baboo Prayag Singh, Head Master of the Maharajah's School at Dumraon.

I HAVE been in the Maharajah's service since 1877, and head-master since August 1878. I have never found any boy drunk in the school. The families of Kayeths are in the habit of drinking, and therefore I think it probable that their boys drink too. I have never known that Chhetris of this district drink, but I have heard rumours that some amongst them drink privately. I think that there are more people under the influence of drink to be seen in the streets and other public places now than there were when I came to the district in 1877. The people I refer to are Kurmis, Konkars, Chamars. I have never known an Ahir (Goala) drink. I often pass by the outstill near the chowk in the daytime and the evening. I see the shop crowded with people drinking. I have never been molested by them, nor heard them singing obscene songs. The smell from the shop is offensive. I think the increase of drunkenness has been caused by the cheapness of liquor, which is now sold at 4 or 5 pice a bottle while formerly it used to be sold at 8 pice. I have not perceived any increase of drunkenness amongst the higher orders. I do not think the Brahmins and Chhetris drink at all. In the lower orders both men and women drink, but this is an old custom. As a matter of fact, I have not known any class or caste of people who were not previously addicted to drinking now given to it. The increase of drunkenness noticed by me is amongst the class of men who have been in the habit of drinking. I think there is an increase of drunkenness amongst the domestic servants. The reason is, I think, that their masters drink. I have not seen any increase of drunkenness amongst my own servants, nor heard any complaints from any of my friends who do not drink; but I infer that the servants of the people who drink will also drink. Out of 186 boys in my school, I have ascertained that the families of 47 boys use liquor. These families are either Kayasths or of the lower castes. I have also found that amongst the pathsalas in the town the families of about half the boys use liquor. I believe that boys of these classes begin to drink at about the age of ten or twelve, and I think they drink habitually, not merely on festive occasions.

Statement of Baboo Brajendra Kumar Basu, 2nd Teacher of the Maharajah's School at Dumraon.

I HAVE been a teacher in this school since 1876. I have not seen anything to indicate an increase of drinking habits amongst the boys, nor have I seen any boy drunk, nor has any complaint been made either to me or the head-master of the school as to a boy being drunk; nor have I observed any drunkenness amongst the boys of that class of people who do not ordinarily drink in this district. But I hear that some of the boys belonging to the Kayeth and goldsmith classes, who are known to use liquor habitually, drink at home. My impression is that I see more drunken men in the streets now than I did when I came here in 1876. These men are generally of the Dosadh, Mehter, and Dom castes. I also hear that men of the goala and cart-driving castes are in the habit of going to Bhojepore to purchase liquor. I have heard that they go to a distillery four or five miles off and bring liquor to drink here, the reason assigned being that liquor is somewhat cheaper at the country outstill, which is not subject to municipal taxes, &c. I sometimes pass by the shop near the chowk, and I have seen people drinking there. There seems to be a less number this year than last year. I asked the distillers about this, and they told me that the decrease was about half the number that used to drink last year, and this is ascribed to the dearness of things this year. When passing by shops I have heard people singing indecent songs. I have been troubled by their begging for pice and using hard language. Previously I never observed any one drinking in the shops. I did not know of the existence of any liquor-shop besides the sudder distillery when that system existed. I have heard that there is an increase of drinking habits amongst the higher classes, the Kayasths and Chhetris. The liquor they drink is said to be country liquor; the price is 4 or 5 annas a bottle, and I have heard that this liquor used to be sold formerly at double the price. I have not heard of any increase of drinking amongst the Brahmins.

Statement of Baboo Bhairav Narain, Sub-Inspector of Schools, Arrah Sub-Division.

I HAVE been here since July 1878. I have neither heard of nor seen any drunkenness amongst the middle-class school-boys, nor any cases of drunkenness amongst the pathsala boys. On one occasion I saw a stipendiary guru, a Kayasth, actually drunk at the Kuilowar outpost.

I made enquiries and found that the guru was not in the habit of drinking, but that day he was accidentally drunk. I have seen an increase of drinking amongst the lower orders of people. I do not know of any class of people who did not drink before that drink now. I do not know that the Mahomedans as a class have taken to drink. The increase of drinking is owing to cheapness of liquor. Liquor is cheap now because it is sold in many places. I see some outstills on the sides of public roads, where I find several people drinking in the evening. I have not heard them sing indecent songs.

Statement of Baboo Moonsing, Zemindar of Kasap, Arrah.

I AM an inhabitant of this district, living in the village of Kasap. I believe there has been an increase of drinking since the introduction of the outstill system, but Brahmins, Chhetris, and Koiris, who did not drink before, have not now taken to the habit of drinking. Drunkenness is prevalent amongst the lower orders of the people. There are more shops now than there were formerly; therefore drunkenness has increased, as the increased number of outstills has afforded facilities for drinking. I do not know if the Mahomedans drink.

Statement of Khusi Lal Ram, Guru, Sasseram.

I AM a resident of Sasseram. I am employed as guru since I was 14 years old. I am now about 50. There are 80 boys in my pathsala. They belong to the following castes:—Benias, Brahmins, Telis, Tamulis, Huluyuhi, and Passee. Excepting the Brahmins, the other castes drink. The boys of the drinking families drink liquor. They drink habitually.

Statement of Mahomed Ali, Head Moulvi, Sasseram School.

I AM a resident of Sasseram. I have been employed in the school for three years. I have not seen boys come to school drunk. I do not know of any who drink at home. During the last eight or ten years drinking has increased both among Hindoos and Mahomedans. There are many Hindoos and Mussulmans who did not drink before but who now indulge in drink. Drinking has increased and is increasing in this place. The outstills are creating great evils in this locality.

Statement of Moulvi Hadait Ali, Chief Guru.

I AM a chief guru. I am employed as guru for the last 8 or 10 years. There are 33 or 34 pathsalas under me. There are more than 400 boys in these pathsalas. Some of the boys who belong to drinking families do drink. The classes that generally drink are the Dhobis, Chamars, Dosadhs, Doms, Jalaha, Dhunia, &c. There are many Mahomedans who drink; many were in the habit of drinking before, and many others have lately begun to drink. The Mahomedans who drink belong to the Shek, Mirza, and Patan classes or communities. No Mahomedan boys are known to drink. I believe that there has been an increase of drinking and drunkenness amongst the people. The Mahomedans who drink, drink both tari and country spirits. The causes of the increase in drinking are—(1) the shops have increased in number, and (2) the liquor is very cheap.

Statement of Moulvi Fariduddin, Teacher of Muktab.

I AM a resident of Sasseram, and have been teaching about 20 years. There are 20 or 25 pupils in the muktab. There is no drinking among my boys. I have heard that the Koiris, who did not drink before, have now taken to drink. Liquor was very dear many years ago, but I hear it has become very cheap. If it were made as dear as before, the evils of drinking would cease. Formerly those that drank were ashamed to drink publicly, but now they do not feel ashamed.

Statement of Moonshi Hanuman Prosad, Chief Guru, Dinara Circle.

I AM a resident of Sasseram. I am employed as chief guru for five years. There are 17 pathsalas under me. There are about 150 boys in all the pathsalas. The majority of these boys belong to the higher castes, such as Brahmins, Rajputs, and Kayeths, and the lesser number belong to such castes as Teli, Kahar, Bania, but not Kurmi, Koiri, &c. I have not heard of or seen any boys drinking.

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Statement of Baboo Makham Lal Manna, Officiating Head-Master, Sasseram School.

I AM nearly three years in the Sasseram School. I have seen and also heard of many cases of boys addicted to drinking. These boys belong both to the upper and lower classes. Some of them belong to drinking families, the others have learned to imitate them in drinking. When I go out I see some of these boys under the influence of drink. I do not punish them because drinking is very largely indulged in here. I shall try to ascertain how many of the boys of the school actually drink. In my opinion there has been an increase of drinking and drunkenness among the lower classes, especially of this place. I have seen people assembled before the outstill, who create great noise and disturbance and become a nuisance to the passers-by. They sometimes sing obscene songs.

Statement of Moulvi Harnidar Rahim, 2nd Master, Sasseram School.

I JOINED my post on the 6th May, 1883. Among the boys of my school I have never detected any case of drinking. In the course of my experience here during these seven or eight months I have seen Mahomedan gentlemen openly drink tari on the streets under the shade of trees, and I have heard of some addicted to the drinking of country spirits. Among the lower castes I think drinking is generally prevalent. I have seen numbers of people creating noise and singing obscene songs in the streets.

Statement of Moulvi Mahomed Akram, 5th Teacher, Sasseram School.

I AM for three years a teacher in the Sasseram School. I have never seen nor heard of cases of drinking among the boys. Drinking is general among the lower classes, but not among the higher classes.

Statement of Harnandan Sahai, 6th Teacher, Sasseram School.

I AM a teacher here since February, 1883. Amongst the lower classes drinking is generally prevalent, and to a certain extent among the upper classes. I have neither seen nor heard of any school-boy drinking. In my opinion the outstill system has been productive of many evils among the lower classes. Even beggars are found to spend the alms they receive in drinking at the outstills. I have several times seen people drunk and disorderly in the streets and heard them sing obscene songs.

Statement of Moonshi Hardutt Prosad, Head Pundit, Sasseram School.

I AM a resident of Sasseram. I have been employed in the school for ten years. I have not seen boys come to school drunk. I have heard of some boys who probably drink at home, and these belong generally to the lower classes. Drinking is prevalent among the labouring classes, viz. Santares, Kahars, Chamars, Doms, &c. There is no drinking among the Brahmins, Rajputs, and other upper classes. Among the Kayeths, I believe that some drink. I have heard that drinking has to some extent increased among the Mahomedans.

Statement of Moulvi Hafiz Suphan, Teacher, Madrasa.

I AM a resident of Sasseram. I am a teacher for 29 or 30 years. The boys of the madrassa never drink. There are some Mahomedans who drink, and many Hindoos who drink. Drinking has increased chiefly among the lower classes.

Statement of Sheri Naran, Guru of Tarimal Pathsala.

THERE are 30 boys in my pathsala. None of my boys are known to drink. Some of the boys belonging to Kayeth families drink at home. I have never heard of gurus drinking; some may drink.

Statement of Baboo Narain Lal, Sub-Inspector of Schools, Sasseram Sub-division.

I HAVE been resident here for five years. There are altogether 900 pupils in this sub-division. I have not heard of any boy drinking. Drinking has not increased in this sub-division, this part being so jungly.

Statement of Ram Lochan Lal, Chief Guru of 20 pathsalas; Chobi Lal, Guru of a pathsala at Doomraon; Bechan Lal, Guru of a pathsala.

THERE is no increase of drinking among the pathsala boys. The boys of the drinking classes drink on festivals alone, as they do always.

DISTRICT GYA.

Statement of Babu Prankumar Das, Sudder Excise Deputy Collector.

1. I have been in the district since October 1881.

2. I have had experience of the working of both the systems. I was Special Excise Inspector of the Dacca Division from January 1878 to March 1880. I was Sudder Excise Deputy Collector of Mymensing in 1881. I have been in charge of the excise administration of this district since June 1882.

3. I have had no experience of sale and consumption in Behar under the distillery system, but the entries in the prescribed sale account-books of outstillers show a very large increase over the consumption of duty-paid spirits during that period. I note below the quantities of spirits issued on payment of duty from the distilleries of this district from 1861-66 to 1877-78, *i.e.* during the distillery period :—

Average of—	Gallons.	Average of—	Gallons.
1861-66	4,67,142	1871-72	2,23,712
1865-66	3,86,940	1872-73	1,71,584
1866-67	1,49,046	1873-74	1,54,058
1867-68	3,58,144	1874-75	1,56,640
1868-69	4,40,576	1875-76	1,92,768
1869-70	4,40,576	1876-77	1,94,240
1870-71	2,75,146	1877-78	1,50,496

4. Taking the average sale of duty-paid spirits under the sudder distillery system to be 2,00,000 gallons a year, the increase in 1882-83 appears to have been about 14 times. The sales, as shown in outstillers' accounts from April to December 1882, were 21,54,123 gallons. Calculating at this rate, the sales for the whole year must have been more than 28 lakhs of gallons. In December 1881 I visited 16 out of 61 outstills in the Nawada sub-division of this district, and as for the shops I did not visit, I obtained figures of sales through the darogah, and it appeared that the sales in that sub-division in 1881-82, as compared with 1877-78, had increased by even much more than 16 times. The number of outstills in that sub-division has, however, since then been reduced from 62 to 51.

5. This year, up to September, the sales were as high as last year. Since October, owing to the failure of successive crops, the sales have fallen off; but I do not think they would come under 26 lakhs of gallons at the end of the year. From April to December last the sales amounted to 21,44,000 gallons. As I failed to obtain the figures of sales for three outstills (of which the licenses have been lately relinquished), I write "about" 21,44,000 gallons. For these outstills I took approximate estimated figures.

6. The figures given above show an enormous increase, but it is more nominal than real, as shown below. From the records in Office, and from all that I have heard, I learn that a very large amount of spirits for which no duty, or insufficient duty, was paid used then to be consumed. There were 20 central distilleries in this district, and they were under the charge of very low-paid officers. The pay of the head-officers, *i.e.* darogahs, varied from Rs. 15 to Rs. 25 a month, and that of the mohurirs, who also often held sole charge, from Rs. 8 to Rs. 12 a month. Only four of these distilleries were situated at the head-quarters of the district and sub-divisions; the 16 others were in the mofussil, and were therefore necessarily under very little inspection or control. A very few of them were inspected once a month, and some once in a quarter, and I find some received only annual visits. Thus the darogahs and mohurirs had the amplest opportunities to defraud the Government of its revenue. In the Dacca Division, where the establishment was comparatively much better paid, some darogahs used to get Rs. 60 a month. Even there I found many corrupt practices prevailing, and it would be no exaggeration to say that hardly any one of the establishment was thoroughly honest. I joined the Excise Department in the last year of the distillery system, but I heard from very reliable sources that large quantities of liquor were smuggled out of the distilleries. Spirits used to be distilled at night and on holidays, and the quantities thus distilled were never shown in the Government accounts. I have no doubt, from what I have seen since, that still more dishonest practices prevailed here, and I feel confident that Government did not get a great part of its legitimate revenue. I have made special enquiries by going about in the district and talking to people of all classes, and from all accounts the actual increase in drinking has been about twofold; but as there are no statistics, or even any definite ideas, of the quantities of illicit spirits consumed during the distillery system, it is very difficult, nay impossible, to pronounce any definite opinion as to the extent of increase. In 1879-80, 1880-81, 1881-82, when a much larger number of licenses was granted, there was more liquor consumed, but since last year the consumption is again decreasing.

7. I find in January 1863, 23,797 gallons of spirits were sold in the 28 shops situated in the town and within eight miles from it. In January last there were ten shops in this area and 34,301 gallons were sold, *i.e.* in twenty years the increase has been 44 per cent. I regret I could not find out the figures for consumption in the whole district in 1863, or for any other year under the old outstill system. Drinking has increased generally among the drinking people, and not been restricted to any special class, but owing to the cheapness the increase is more amongst the poor and the lower classes.

Gya.

8. There has been no increase in drinking amongst the boys of the town schools. The Excise Inspector mentioned to me four cases of village pathsala boys drinking; they belonged to the drinking classes; and as drinking has increased among them I think their children also drink more now. The guardians, when questioned about it, said that as they drink they give their children a little to appease them.

9. Throughout the year I have visited several outstills both in the town and in the interior. I do not remember to have seen women drinking at the shops; but on careful enquiries I learn that women of the Dom and such low classes, and low public women, drink at the shops. I have seen women and girls carrying away liquor. I am told that they were in many cases carrying for their employers. In this district men of limited means have only maid-servants, but no male servants. But as a rule, owing to religious and caste prejudices, maid-servants do not go to outstills to fetch spirits. Even when they go, they do not enter the premises. They stand outside the shop, and the shopkeeper comes out and hands over the liquor to them.

10. The increase has been most amongst labourers, cultivators, agriculturists, domestic servants, sweepers, and the like classes

11. I have not heard that any new class has of late commenced to drink.

12. The increase in drinking, or rather drinking of duty-paid spirits, is owing to (1) the cheap prices,—spirits are now generally sold at half the prices at which they were sold under the sudder distillery system; (2) to the continued material prosperity and good harvests during the last five years; (3) increase in price of labour of all kinds, which gave more money to the poorer class for such luxuries; (4) extension of railway in 1880, which now brings in very large numbers of pilgrims and visitors: of the former those only that are very religious-minded do not drink. The railway has brought a remarkable increase in traffic, especially in seed, sugar, molasses, lac, and hardware. A majority of the tradespeople who benefit by this increase belong to the drinking classes. (5) Increase of population,—by the census of 1881 the population was found to have increased by 9·07 per cent.; (6) by the opening of roads in the interior shops are now more easily accessible in all the months of the year than before. The cess-committee roads were begun from 1877-78, and every year about one and a half lakhs of rupees are spent in such works. These roads, as well as the railway roads, give much work on better pay to the lower classes of the people, and these day-labourers, as a rule, drink some wine as a stimulant after a whole day's hard labour. (7) Opening of the Patna-Gya canal in December 1877 and a steamer communication between Baroon, Arwal, Daudnagar, and Dinapore in 1879. The canal and its distributaries have not only materially improved the agricultural prospects of a part of the Aurangabad and Jehanabad sub-divisions by better irrigation, but have also given a great impetus to the internal trade and commerce of the whole district, and this prosperity could not but have had its effect to increase drinking. (8) Lastly, to the consumption of licit for illicit liquor. This accounts for a very great portion of the apparent increase. It is well known that the wine drawn from mohwa and molasses only is not a favourite with the upper and better classes. They drink country liquor manufactured from spices, fruits, honey, meat, &c.; and during the distillery period, I am told, as a rule they had their liquor made at home for consumption, but now, to avoid the bother and risk, they send materials to the outstills and have their liquor made to order. The lower classes also seldom resort to illicit manufacture.

13. The last five years have been prosperous, and the increase in prosperity greatly affected the consumption owing to the successive failure of crops this year and the consequent rise in the price of food-grains at the latter end of the year (which is unusual). Nine outstills were given up, forfeiting the two months' license fees which had been paid by the vendors in advance. In some cases the deposit was Rs. 400 and more. Of these nine, we were obliged to re-settle five at much reduced rates, and for the four others there were no reasonable offers, and we failed to re-settle them. This unmistakeably proves the effects good crops and prosperity have on the sale of spirits.

14. I am told the minimum price under the distillery system varied from four to eight Goruckpuri pice for a bottle of spirit whose strength was about 80° under London-proof; now it varies from two to four pice.

15. From the available papers it appears the liquor then consumed was as weak as it is now, if not weaker. Under both the systems very weak spirits, about 80° under London-proof, have been most consumed. The only difference is that now fresh liquor, *i.e.* liquor distilled the very day, or a day or two previous to it, is consumed, whereas under the old system weak spirits of some days' standing used generally to be drunk. Up to March 1877, a duty of Rs. 2½ per gallon was levied in the district. From April, a duty of Rs. 3 was levied. I give below figures to show the average strength of liquor issued from the distilleries in the last three years of the sudder distillery period:—

Year	Quantity issued.	Duty realized.	Average duty realized per gallon.	Strength by hydrometer.
		Rs.	As. P.	
1876-77	194,240	66,376	5 5	87° U.L.P.
1877-78 ...	150,496	67,944	7 1	81° ,,
1878-79	41,888	15,178	5 9	85° ,,

This is, however, no proper criterion to judge of the actual strength of liquor issued from the distilleries. It is well known that as a rule insufficient duty was charged, and cases of charging less duty were detected. We may safely take it for granted that liquor of much higher strength than what was entered in the accounts was as a rule issued from the

distilleries. No doubt the retail vendors mixed much water before effecting sales, but yet I should think the strength of liquor sold to consumers was not less than 90° under London-proof. I have observed that now at the town shops spirits of even 80° under London-proof, and in the mofussil 94° under London-proof spirits, which contain 6 to 8 per cent. of alcohol, are sold. No spirits could have been sold weaker than this. *Gya.*

17. *Nux-vomica* (kuchila) is reported to be used at times by the outstillers. It is mixed to make the liquor stronger.

(1) The most common process for its use is to wrap a quantity of it in a piece of cloth and then to place it on the cover of the receiving-vessel, called dhakni or kathathee. The vapour rising through the tube from the still falls on it, and then it gets into the receiving-vessel through the small hole on the cover. One such case was detected in 1881.

(2) It is also placed within the lower condensing-vessel, called the adhkar, round the kar, *i.e.* the protruding circular wall. The hot vapour striking against the top condenser, tambi, falls on the drug, and then passes on into the funnel. During the last five years two such cases were detected—one at Kadirgunge and the other at Teturia.

(3) It is said it is also mixed with the wort, but this process is seldom, if ever, resorted to in this district. Under the sudder distillery system, I am told, it used to be mixed with liquor after distillation at the retail shops. Kuchila, after being ground, was kept in water for some hours, and then, when it was dissolved, the infusion was thrown into the jars containing liquor, and both well mixed up together. Two such cases were detected. This process is of course not now followed; it pays better, and it is easier, to put in the drug at the time of distillation.

18. Kâchur (*curcuma aromaticus*) is often mixed, I am told, for giving fragrance to the liquor. At times dry tobacco leaves are mixed to make the liquor stronger or fiery in taste. The process observed in mixing them is the same as in the case of *nux-vomica*. At times all the three drugs are used.

19. Dhatura (*festuosa*) also, I am told, is used, but on rare occasions. Cases have been mentioned to me in which the liquor distilled, before removal from the receiver in its hot state, is stirred up well with dhatura branches, so as to let the juice mix with it. When the distillery system was in force in two cases, once in 1868 and again in 1875, the darogahs found an infusion of dhatura at the retail shops, kept with the view to mix it with liquor. About half a seer of dhatura was steeped in three seers of water.

20. Talkesir, mosabbar (aloes), sunkhia lukri (root of *aconitum ferosi*, called also bhikma akwan (*calotropis gigontia*), and leaves of sij (*euphortia herifolia*), are said to be at times mixed with yeast to heighten the strength of spirits, as well as to cause speedy fermentation. The above drugs are used in manufacturing dokani and damba kinds of spirits, *i.e.*, the two cheapest kinds.

21. When there is a great demand for liquor and the vendors are unable to meet it in the ordinary way, they mix *nux-vomica* and other drugs to make the liquor stronger and fiery in taste; and as a customer goes, first strong liquor is given, and then, as he becomes drunk, weak liquor is served.

22. On the occasion of the Holi, Dewali, Dasahara, Basant Panchami, and marriages, much liquor is drunk, and therefore several vendors on such occasions use some drugs to make the liquor stronger at little cost. These drugs are, however, used generally in the winter months, and at times also in the rainy months—seldom, if ever, in the summer (May and June), when the sale is low.

23. I have seen small potries (bags) containing tumul (*zanthoxylon alatima*), singerhar flower, and chandandhoora, and such like drugs, put on the covers of the receiving-vessels, on which the stream of the spirits falls, for the purpose of giving colour and fragrance to the liquor distilled.

24. I have never heard of any case of "drugging" by country spirits. I made careful enquiries, but I could not find that any case of such drugging was reported; nor does it appear that any one died by drinking country liquor owing to the mixture of deleterious drugs in it. I know, however, of two cases of death caused by the effects of alcohol.

25. The outstillers for the sake of their own interest, *i.e.*, to command a large number of customers, I should think, avoid making their liquor unwholesome or bad in taste. It is certain that if a vendor sold bad or deleterious wine he would soon lose much of his custom. What they do, I think, is this: they mix small quantities of the drugs to heighten the strength, but carefully avoid making it injurious.

26. Under the sudder distillery system, as stated above, the liquor used to be drugged at the retail shops, and I believe a mixture of infusion of noxious drugs after distillation is more injurious than mixing them at the time or after distillation. I cannot, however, be positive as to whether the liquor now sold is less injurious to health than what was sold under the distillery system; but this is certain, that the inducement to mix drugs with liquor at the retail shops was much greater under the distillery system than it is now. I have been told that tari is also drugged. The drugs are mixed to quicken the fermentation, as also to heighten its alcoholic strength.

27. The sub-divisional officers and all excise darogahs think that since the introduction of the outstill system, owing to the cheap rates at which liquor is sold, the consumption of tari has decreased. Mr. Barton, the then Collector, remarked in paragraph 28 of the District Annual Report for 1878-79:—"Cheap liquor manufactured at the outstills attracted a large number of customers from the tari shops . . . . . Outstills were settled on 1st June. Passees meanwhile came forward, as usual, at the close of the year, and engaged for their shops: hence there was no diminution in the tari revenue. The tari-vendors had great difficulty in competing with the spirit-vendors under the new system."

Gya.

In the report for 1879-80 it was again stated:—"Under the outstill system spirits are sold cheaper, and consequently tari-vendors cannot compete with the spirit-vendors. The result was long apprehended."

28. It is very hard to say to what extent it has decreased. It is estimated that, taking the total quantity then consumed, the decrease will be about 6 to 10 per cent.; but if the liquor had not been sold cheap, and the prices of both tari and liquor continued the same, the consumption would have probably increased by about 10 to 20 per cent.: therefore the actual decrease at the present time may safely be said to be 16 to 30 per cent. In the summer months much tari is drunk; it is then a great favourite. The sales fall off in the rainy and winter months, especially in the latter. Hot liquor is then the great favourite, and its cheap price brings it within the means of all classes.

29. I may note here that as liquor began to be sold cheap, the tari-vendors reduced their retail prices by 50 per cent., and thus prevented any considerable decrease in the consumption of tari.

30. Pachwai is not known to be used in this district. I append a statement (D) of the consumption of ganja from 1866-67 to 1882-83. I do not give the figures of the previous years, as they included the sales in the Behar sub-division. The figures given in it clearly show that the consumption steadily rose year after year till it rose to 219 maunds in 1871-72. Owing to scarcity and failure of crops in 1874 the sale fell off to 144 maunds in 1874-75, but again to 196 maunds in 1876-77. When the outstill system was introduced in 1878-79, it fell off at once to 107 maunds, and in 1879-80; when the outstill system was fully introduced, the sales came down to 87 maunds, which is less than half the average annual sales of the district during the sudder distillery period. It has again risen, but as yet the sales are much lower than they were in 1876-77 and 1877-78. I may note that the enhancement of the duty on ganja from 1st April 1878 by one rupee a seer, no doubt, had some effect in decreasing the sales in 1878-79; but surely this cause alone could not have caused a decrease by half. The Board, in their annual report for 1879-80, paragraph 75, page 114, wrote:—"The supply of outstill liquor has diminished the local consumption of ganja."

31. The number of current licenses for sale of ganja fell off from 87 in 1876-77 and 95 in 1877-78 to 65 in 1878-79 and 52 in 1879-80. In 1872-73 there were 97 licenses in force, and in 1873-74 so many as 104. Except that spirits have taken the place of ganja, I am not aware of any other special cause for the settlement of a lower number of ganja licenses since 1878-79.

32. The darogahs and Excise Inspector have also reported that several of the poorer classes, who before 1878-79 smoked ganja, now drink outstill spirits.

33. On enquiries in the Dacca Division in 1878-79 I found that owing to the high rise in the retail price of country spirits some of the drinkers of spirits had taken to ganja.

34. The case register No. 7 for the distillery period contains no accurate information on the subject, nor could I find any other complete record of number of such cases prosecuted; but by referring to Magistrate's case-register and district annual reports, also by enquiries from old excise-officers and the country spirit-vendors, I learnt that several such cases were detected, and I append a statement (A) giving the particulars collected by me, from which it will be seen that 154 such cases were detected from 1865 to 1877. The greatest number of cases—27, 34, 24, and 20 respectively—were detected in the last four years. In some years very little detective work was done. There is no reason to think that in particular years the illicit distillation was carried on more or less than in other years. Remembering how difficult the detection of such cases is, the fact of seizure of over 20 illicit stills in a year clearly proves that illicit distillation very greatly prevailed in this district during the distillery system.

35. In the Dacca district in 1879 I detected three cases of illicit distillation. The semi-aboriginal tribes (Koch, Mandais, Gonds, &c.) and the lower classes of Native Christians of the Roman Catholic Church, as a rule, used to make their own wine at their homes by a very easy process. They use three earthen vessels and one or two tubes to distil spirits, and when any of them was convicted and fined the whole village raised a subscription and paid the fine. I know of cases in which fines amounting to Rs. 40 to Rs. 50 were imposed, and although the offender was very poor—hardly able to pay Rs. 5 to Rs. 10 in cash—the fine was paid readily by his friends.

36. I may note here that the illegal and dishonest acts practised within the central distilleries caused the greater loss to the Government revenue. I append a statement (B) showing the number of cases in which the distillers and their servants were prosecuted for taking away liquor from the distilleries without payment of duty or on payment of insufficient duty. I could get particulars of only 26 such cases. The actual number, I am told, was greater.

37. Before 1877-78 the cases against excise-officers were not shown in Table XVII of arrests and convictions attached to the Board's annual reports; but by careful enquiries I have been able to learn of 34 cases of dishonesty of the excise-officers extending from the year 1865 to 1877. I append statement C, giving details of such cases. I find from the annual reports in 1877-78 six darogahs, one mohurir, and three peons, and in 1876-77 two darogahs and one mohurir, were punished for dishonest practices. The reports of other years contain no information on this subject. The statement has, however, been compiled from different other sources, but it is yet incomplete. In the annual report for 1873-74, paragraph 17, I find it written:—"During the first few months of the past year the income of the Dharahra distillery showed a large decerase. This excited suspicion, and the Collector deputed Baboo Jodoonath Sarkar, canoongoe (now acting as Sub-Deputy Collector of 1st grade), to enquire into the causes of the falling off in the income. In the course of his enquiries he visited some of the shops attached to

the distillery and succeeded in finding out some accounts of the shopkeepers, which satisfactorily proved that the excise establishment was in the habit of issuing spirits without payment of duty. The officers concerned were punished by dismissal. They were not criminally prosecuted, because no legal evidence was forthcoming. The only persons who were cognizant of the fraud were implicated in it, and could not be expected to give evidence to criminate themselves." *Gya.*

38. On a reference to statement C it will be seen that for this very difficulty, or rather impossibility, of getting evidence, most cases of dishonesty detected were dealt with departmentally. To avoid making my statement too lengthy, I give only one other extract on this subject from the district reports.—

"*Extract from Gya Collector's letter No.* 350, *dated* 12*th February* 1866, *to the Commissioner of the Patna Division.*

"I have the honour to submit the following particulars of the embezzlement of which the darogah and mohurrir of the Bishengunge public distillery have been convicted.

"I must presume that in consequence of spirit-shopkeepers being suspected of using their passes for spirit more than once an order had been passed by the Deputy Collector in charge of Abkari Department that every shopkeeper, on applying at the distillery for a fresh batch of spirit, should give up to the darogah his pass for the last batch. Unfortunately the stock of printed passes had been allowed to run out, so that the passes in use consisted of any scrap of paper which the darogah or mohurrir chose to use. In the Bishengunge case the *modus operandi* was as follows :—

"A guddidar came to the distillery for, let us say, 5 gallons of chotakee spirit. This was supplied him and a pass for 5 gallons duly given him. The darogah, however, wrote down in his book only 2 gallons and tax corresponding thereto. When the guddidar came again for his next supply of spirit he had to give up his pass for the former 5 gallons to the darogah, and the darogah used to make away with the real pass and substitute one which corresponded with the false entry in the book. Thus the guddidar, armed with his pass for the full amount taken out, was quite safe if interrogated by the police, and the only risk the darogah ran was between the time of his giving the pass for the full amount and the time of his getting the said pass back into his possession and substitute for it one which tallied with the false entries in his book. The chooladars were the accomplices of the darogahs, and made the books which they are bound to keep correspond with that of the darogah.

"Taking a large number of dates at random from the darogah's book, it was found that he had adopted the proportion of 2 to 1, *i.e.*, out of 3 gallons of spirit on which the duty was paid he credited one gallon to Government and divided the rest between himself and his accomplices."

I hope I have now conclusively shown that the whole distillery establishment was corrupt, and as a body they defrauded the Government of a large portion of its revenue as best as they could.

39. In the Furreedpore district, Madaripore sub-division, I found that with the connivance and assistance of the excise-mohurir and police head-constable of Madaripore much liquor distilled in outstills was brought and sold within the distillery limits. The excise-mohurir was prosecuted and convicted, and the head-constable departmentally punished. This was in the latter part of 1878-79.

40. In the district of Barisal, Patuakhally sub-division, the distillery establishment used to get regular liberal monthly allowances from the distillers and ganja-goladars. I found several entries in the names of the excise-officers in their private account-books, and the payments were proved. The whole establishment was on my report dismissed in 1878-79.

41. In the Mymensing district I found that the old senior darogah was the manager of the principal wine-merchant and ganja-goladar. I spoke about it to the Collector; the darogah was compelled to retire (1878-79).

42. I have every reason to believe that the practice of illicit distillation has since very much disappeared. During the last 15 months the excise and police-officers have worked with great vigour and energy; but although they succeeded in detecting a large number of cases of smuggling of opium and illegal cultivation and possession of ganja and bhang, they failed to detect a single case of illicit distillation.

43. Zemindars and other people of the richer classes get liquor manufactured at the outstills from materials supplied by them to the vendors. Unless the vendor is a ryot or under some special obligation, in all such cases he charges for each *tao* (vat) or number of times of distillation Rs. 3 to Rs. 4 in town, and Re. 1 to Rs. 2 in the mofussil. Since last year, with the decrease in the number of outstills the prices charged for such distillation have been raised. Certain native gentlemen did enquire from me last year why there was such a rise in the prices.

44. Mewa, *i.e.*, dried fruits of different kinds, honey, jack, and spices are generally the materials supplied. Goats are sometimes supplied, and mixed with spices its meat is boiled, and spirits obtained by distillation.

45. From all that I have heard and seen, I do not think there has been any marked increase in drinking among the upper classes. The very rich people use imported liquor, but to a limited extent. Country liquor made to order is their favourite beverage. Under the sudder distillery system they had their liquor made at home, now as a rule they get it manufactured at the outstill.

Gya.

46. We have only three imported liquor-shops in this district, all situated in this town The greater majority of the customers of these shops are Europeans and Eurasians. The shopkeepers told me that among regular customers there were not even 50 native gentlemen.

47. There are no rum-shops in this district. In the Dacca Division I found that rum used to be drunk as a substitute for country liquor, but with the introduction of the outstill system the consumers gave up rum and again took to country liquor.

48. Liquor can be obtained from outstills during the hours at which they ought to remain closed under the rules. In the village shops liquor is very rarely sold after evening. The largest sales are effected in the afternoon, *i.e.* between 2 and 7 p.m. I have visited several village outstills after sunset, and as a rule I found none, or very few customers, at the shops. In town shops spirits are most consumed from 5 to 9 p.m. The labourers, traders, suitors, professional men, and officers return home from work generally after 5, and it is after that hour that the town outstills effect large sales. After 9 p.m. the sales are low. Under Board's circular order No. 5 of June 1882, the town outstills are now closed at 9-30 or 10 p.m. After this hour liquor is available to regular customers and previous acquaintances. Such sales, however, are limited. Liquor used to be thus obtainable at unauthorized hours also from the distillery-shops, and even now the same holds good with respect to imported liquor and other exciseable articles, and I do not think there has been any change or increase in drinking owing to this cause. During the last year, 1882-83, only two such cases of selling after hours were detected.

49. On holidays sales begin to be brisk from noon. In some parts of this district for the last five or six years the Hindu cultivators do not plough or cultivate on Sundays, and they spend the day in drinking and other amusements. I am told they copied the Mahomedans in this respect, who observe Friday as a holiday. The sales of liquor on Sundays, especially in some of the village shops, are comparatively high.

50. Only two cases of holders of outstills selling liquor in exchange for grain have been detected—one was in the Nawada sub-division. The vendor had received grain for liquor supplied ; he was prosecuted and fined Rs. 10. In the other the accused was prosecuted, but was acquitted. Such cases were also detected when the sudder distillery system was in force. In this district in the *dehat* (villages) the price of articles, and even labour, is paid in grain, and I have no doubt that in several cases the outstillers do supply liquor for grain.

51. I have not heard of any case of outstillers supplying liquor for ornaments. It does not appear that any such case was ever detected.

52. They sell on credit, as is done by excise and opium-shopkeepers of all kinds. I may note, however, that sale on credit is most common, especially with respect to imported liquor.

53. In the last 2¼ years I tried two cases of theft and one of criminal force on a woman in which accused committed the offences under the influence of liquor. As to the general moral effects I have no special information.

54. I am not aware that the material prosperity of any special class has been affected by the habit of drinking. In this district some classes of people drink spirits as a necessary stimulant. With them it does not mean drunkenness.

55. To limit consumption the following measures may be adopted:—(1) The size and capacity of stills used for distillation may be defined within prescribed limits. For town outstills I would, according to legitimate demand, allow stills in which a maund or 30 seers of raw materials may be distilled. For this district one maund should be allowed. For outstills in mofussil, stills of half the size, *i.e.* in which only half a maund or 15 seers of raw materials may be distilled, need be allowed. At present the town vendors, in order to be able to compete with the neighbouring village shops, have to sell at cheaper rates. If the daily produce at the village outstills be just sufficient to meet the demand of the legitimate customers, the vendors will not be able to sell at cheaper rates to the town consumers, and with short supply they must also comparatively increase their price even for their regular customers.

I would make it obligatory to use copper stills. Stills made of earth in this district are rather dangerous to use. There have been several cases of stills bursting and wounding the men employed to distil, and I am told two of them died. The soil of the district is sandy, and there is little muddy or sticky substance in it.

(2) We may issue licenses for the making of copper stills to be used by the licensees of outstills, and make it incumbent on them to buy the stills from these shops. This will bring about the use of stills of standard and approved capacities. These shops should of course be subject to inspection by excise-officers, who might be required to test the capacity of each still made.

(3) The number of outstills in towns may be reduced, allowing only one shop to each municipal block or mohulla.

(4) A number of outstills, say two to six, adjacent to each other, and likely to affect each other's sales, should be settled in one lot, with one or the same set of vendors, so that in the area covered by those outstills, he or they may have their own prices. Vendors often lower their retail prices to keep up competition with neighbouring shops, and during the last two years by this plan of settling outstills we have succeeded in raising retail prices within the areas covered by the outstills jointly settled. The joint settlement of two or more adjacent shops also yield more revenue.

(5) A minimum retail price may be fixed. We may impose a condition in the license that no spirits should be sold under a specified minimum price. For this district I would make

the minimum price one anna, which is equal to five Goruckpuri pice, *i.e.* two-and-a-half times the present general price of the mofussil shops, for a bottle of spirits, whose strength must be more than 80° under London-proof In Assam the Chief Commissioner has in certain tracts fixed the minimum price for the sale of country spirits, and I can see no objection to trying the same plan here. The fixed minimum prices must differ for each district according to local circumstances and the present rates. It would not do to raise the prices all at once. A sudden high rise in price is sure to lead the poorer classes of consumers to resort to illicit practices, and in this district, where very easy processes of distillation of spirit for home consumption are generally known, great care must necessarily be taken not to make people fall back to illicit practices. I have heard it said that such a condition will never work, as practically the vendors will sell at rates lower than the prices fixed. No doubt this will be done to a certain extent, but the vendors themselves will complain against each other of another underselling them, and with a good excise establishment it would not be at all a difficult task to make the vendors sell, as a rule, at the fixed prices. The vendors will as a class be glad to be able to raise the prices uniformly.

(6) Under Board's orders contained in their circular order No. 2 of April 1880, the outstillers are at present allowed to sell up to six quart bottles at a time to one person. I would allow the sales only up to three bottles. This would prevent, to a considerable extent, the introduction of liquor from an outstill paying lower license fees to the area covered by another paying much larger fees, which has the effect of reducing prices. The sales at the town shops the last two years have been affected by the introduction of liquor from the village shops situated within a radius of ten miles. If the limit of sale be reduced to three bottles, it would not pay to bring over such small quantities by coolies. I would here give an example: 60° under London-proof country spirit is sold in the town at Re. 1-4 a gallon. At Barsona outstill, about six miles from here, I found the vendor sold the same liquor for Re. 1 to the townspeople, and as they are not their legitimate customers, they sell to them at very little profit. Two annas have to be paid to a coolie, and thus the town consumers gain two annas by bringing liquor from mofussil shops. But if the limit be reduced to three bottles, for bringing this quantity, the same conveyance charge will have to be paid, and the profit will become *nil*. I do not propose further reduction to the limit, as it may cause inconvenience to the public.

(7) The ninth condition of the outstill license may be made more specific to prevent drunkenness at the shops. Cases of drunkenness are now prosecuted only in municipal towns where section 34 of Act V of 1861 is in force; but I would make the excise and police-officers prosecute all cases of drunkenness that they may observe at outstills, both against the vendors and the drunken men.

(8) Prevention of drinking at the shop may at present tend to decrease drinking, but I am afraid the ultimate results will be worse on society in general, and specially in families. Now young children, when they accompany their guardians to the outstill, take a sip or two; but if all the liquor is to be drunk at home, I am afraid they will drink the more, and the women will also take to it. It is to be remembered that drinking in itself is not looked upon as anything bad by the drinking classes of this district. I would not be surprised if, then, very soon several houses be turned into public houses for drink. Anticipating these evils, I am not prepared to try this plan.

(9) Appearing in a state of intoxication in public places, and there conducting oneself in such a manner as to annoy others, *i.e.* offences, section 510, Indian Penal Code, may be made cognizable both by police and excise-officers, who may be directed to prosecute all such cases that they may observe in the mofussil. Some prosecutions of this kind are sure to have a beneficial effect on the lower classes of the people.

(10) The minimum fee for outstills now under Board's rules is Rs. 8 a month. I would raise it to Rs. 50 for this district. It must, however, vary according to the demand and sales in each district, but it should be so fixed by the Board that there may be no possibility of any particular cheap shop regularly underselling the other shops.

(11) The employment of a superior and strong excise establishment to enforce the measures above detailed and the other conditions of the license, and also to prevent illicit manufacture and sales.

56. If we strictly carry out the above suggestions, there is sure to be some loss of revenue in the beginning, but in the end, if we can keep down illicit practices, Government will get the largest legitimate revenue compatible with normal sales of liquor.

57. The mixture of kuchila and other deleterious substances with wine is an evil complained of against the outstill system. I think it would be well to prevent the use of any drugs that may cause any injurious effect. As stated above, I think they are mixed in very small quantities, probably just enough to heighten the strength, taking care that it may not become positively deleterious to health; and as the drugs are mixed before or at the time of distillation, and not after, on chemical analysis no special trace of the mixture of deleterious drugs has been found, and the liquor has been generally pronounced to be innocuous. I would, to prevent all possible evil, specify in the outstill license that dhatura, kuchila, mohabhari, and such other deleterious drugs, must not be used.

58. I would not, at any rate at present, substitute any other system for the present one. I would first of all try the remedies mentioned above, and I feel confident that these changes, loyally worked, will at once reduce drinking to normal limits.

59. If, however, the Commission determines upon recommending any change, I would open only one central distillery at the head-quarters of each district to supply liquor to the town shops and to the shops within a radius of ten miles.

Gya.

60. The distillery system is thoroughly unsuited and unworkable out in the interior, and it will never do to have any distilleries in the mofussil. The outstill, and not the distillery system, is indigenous to Bengal and Behar.

61. In 1864-65 distillery system was fully introduced in this district. In 1863-64 I find there were 1,095 outstills in this district, besides 104 distillery-shops. Before that period the farming system prevailed, and the farmers had more than 1,200 outstills. We have now only 220.

62. Under the distillery system Government was defrauded of its revenue by (1) the subordinate excise-officers, *i.e.* darogahs, mohurirs, and peons; (2) the distillers and their servants; (3) retail shopkeepers; (4) and others.

63. The following dishonest practices were detected in this district as against the excise establishment:—

(1) Passing out liquor without levying duty.
(2) Issuing liquor on payment of insufficient duty.
(3) Introducing saccharine matter into the liquor after it was drawn from the still, and before it was tested, in order to make the liquor chargeable with less duty.
(4) Allowing distillation at night, and not crediting the quantity thus distilled to the Government account.
(5) Charging illegal fees for issuing liquor to the retail shops.
(6) Removal and storage of liquor in their private premises.
(7) Drinking liquor before weighment or entry in account.
(8) Another illicit practice prevailed which caused great loss to Government. Under the *same* pass spirit was taken out more than once. The darogah and distiller thus defrauded the Government of the duty on the liquor taken out the second or third time under the cover of the pass. This was done specially in the cases of the shops in the towns and suburbs.

64. Unfortunately I could not find an authentic record of all such cases detected, but, as I stated above, I have annexed details as far as I have been able to trace (*vide* statement C).

65. Considering that the 16 mofussil distilleries were under little or no control, some of them having been visited only once in a year, that so many cases were detected is a wonder; and it decidedly proves that within the distillery premises illicit practices prevailed very much, and were carried on openly.

65½. The distillers were so entirely in the hands of the distillery-officers that they could not but quietly submit to their extortionate demands. Besides, most of the illegal acts mentioned above, notably 1, 2, 3, 4, 6, and 8, also benefited them, and were in fact carried on conjointly for the interests of both.

66. I have given details of 26 cases of thefts of liquor by distillers and their servants from the distilleries, which prove that persons of class II used to defraud the Government of the revenue.

67. Persons of class III, the retail vendors, used then to distil liquor clandestinely at their homes and at other unauthorized places to sell such illicit liquor at their shops. I could find, however, trace of only two such cases detected. Distillers and retail shopkeepers, carrying on illicit practices themselves, ventured not to act against or interfere with others doing the same.

68. The persons classed as "Others" (4), defrauded the Government revenue in two ways—*firstly*, by distilling liquor at their homes for their own consumption, and *secondly*, for consumption as well as for sale. One hundred and fifty-four cases of illicit distillation were detected during the period the distillery system was in force, *i.e.* 13 years.

69. The outstill system has put an entire stop to all the illicit practices of the first three classes, viz. the excise-officers, distillers, and retail shopkeepers. The two latter are now one and the same in the persons of outstillers, and they are our strong helping hands in detecting all illicit trade in liquor. We have therefore now to contend only with the outside illicit distillation for home consumption and sale. Liquor is now sold so very cheap—about 2½ annas a gallon in the mofussil—that it would hardly be worth while for any one to distil spirits clandestinely for sale. Such sales can now be conducted only with great caution, and that to only the nearest neighbours and friends; so the illicit practices of this kind also may be said to have been almost repressed.

70. As to home consumption I have some misgiving, and I think a few of the higher and richer class of Hindus do yet manufacture their own liquor. This they do more for religious and caste scruples than with the view to defraud Government of its revenue.

71. If central distilleries be established, they ought to be under respectable officers, whose pay should not be under Rs. 50 to Rs. 100 a month.

72. For detective and inspection work there should be separate special excise-officers. They may be called Excise Sub-Inspectors; their number and pay must depend upon the system adopted. It would be a mistake to expect the police-officers to do all the excise detective works.

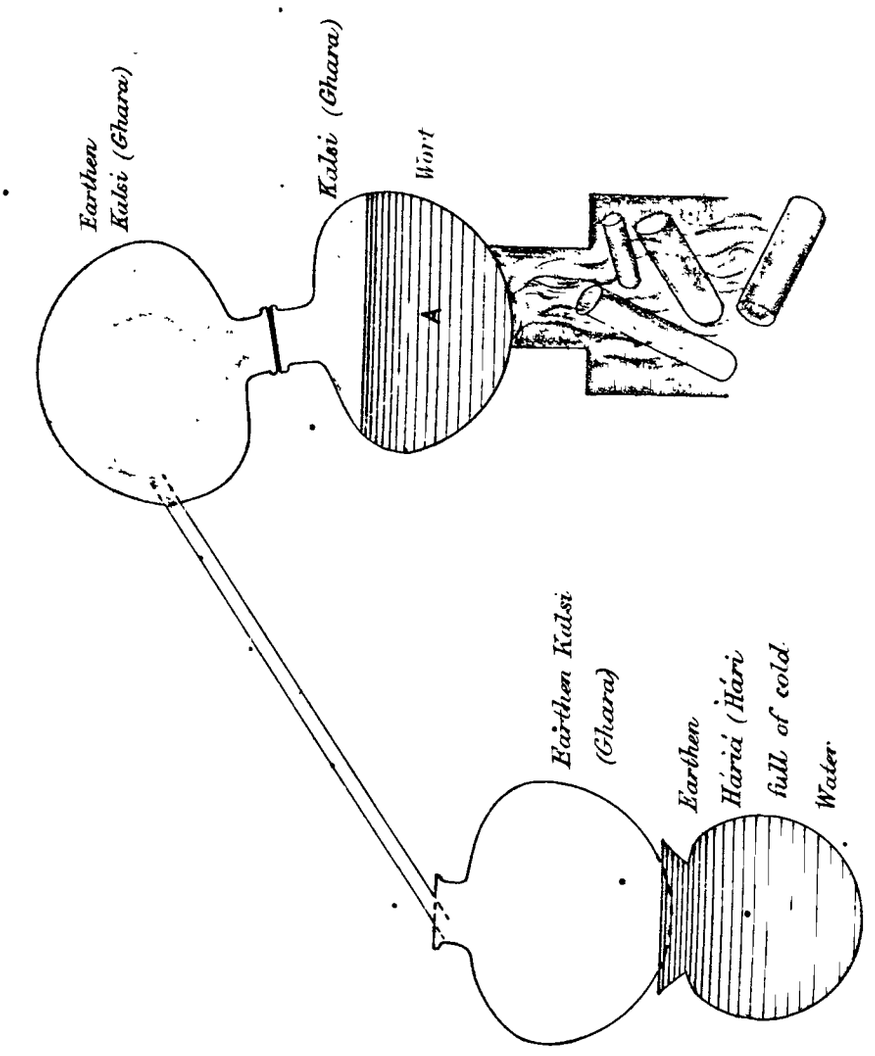
73. If central distilleries be established, I would levy duty under what has been called the *rat* system. With a view to introduce it, experiments were made in 1875 as to the cubic capacity of the fermenting vats. I send copies of statements prepared here and in Patna which contain the result of experiments then made. Instead of taxing materials or charging duty on every gallon of spirit issued from the distillery under the system, a monthly tax on the fermenting jars (vats) may be levied according to their cubic capacity. Suppose vats in which half a maund of raw materials can be fermented are used, as is generally done in this district, we may levy a monthly tax of Rs. 22 on them during the winter months, calculating as follows:—

Duty per gallon, Rs. 3; half maund yields about 3½ gallons 60° under London-proof; calculating duty at Re. 1-2 per gallon, 3½ gallons will give Rs. 3-15, or rather Rs 4. Raw

SECOND PROCESS OF DISTILLATION.

Vide para. 78 (2) *of the report.*

Sketch F.



PRAN KUMAR DAS,

Deputy Collector, Gya.

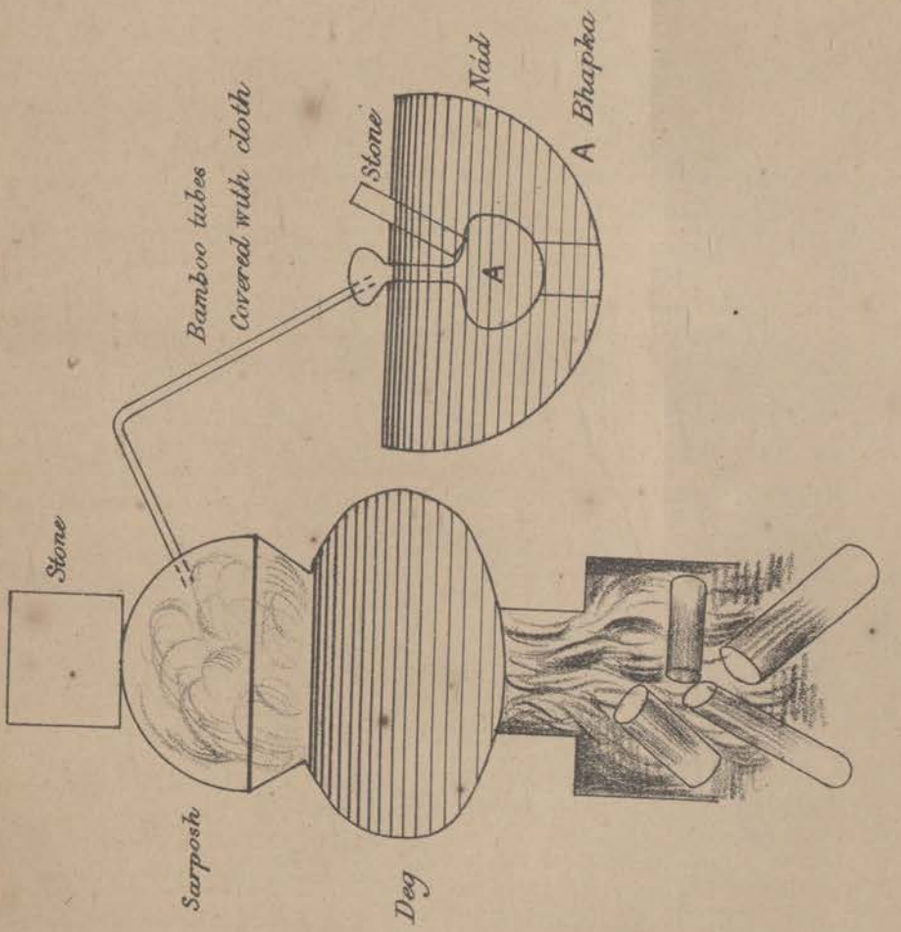
30-1-84.

GYA.

APPARATUS TO DISTIL ROSE WATER, KEWARA AND SUCH OTHER LIQUID.

Vide para. 78 (4) *of the report.*

Sketch G.



PRAN KUMAR DAS,

Deputy Collector, Gya.

30-1-84.

materials take about five or six days to ferment in the winter. Therefore each vat can be used five or six times in a month —4 × 5½ will give Rs. 22.

74. I consider the vat system better than the two others, viz. taxing materials and levying duty on each gallon, as under it we will be much less in the hands of the subordinate excise establishment and distilleries. At the same time it will reduce work and save the trouble of weighing materials or wine at every process of distillation. In fact, when the capacity of the vessels is once ascertained and noted, there will not be much left to be done except careful supervision that no wort be introduced from outside and distilled.

75. It is much easier to introduce raw materials than fermented and prepared wort. We cannot easily know or interfere with the possession of raw materials, but the habitual manufacture of wort on a large scale in any particular house can hardly remain unnoticed or unknown for a long time; and the license of a vendor found guilty in this way may be at once cancelled, and the vendor may be otherwise prosecuted. There can be no doubt that the detection of wort prepared outside the distillery premises is a much easier task than the detection of the various illegalities widely practised in connection with the two other systems.

76. The Chairmen of the municipalities may be consulted as to sites of outstills in the towns. The control on manufacture and sale of country spirits should continue in the hands of the Collector, Sudder Excise Deputy Collector, and Sub-Divisional Officers, as now.

77. Reduction in sales at the outstills is sure in the beginning to cause some increase in the illegal practices of clandestine distillation and sales; but a sufficiently good and strong excise establishment, with the aid of police-officers and outstillers, will be able to cope with them and bring down such practices in course of time to such low limits as not to interfere appreciably with the Government revenue. If, however, the central distillery system be introduced, I think it is hopelsss to expect to be able effectively to check the illicit practices. The distillers and shopkeepers and our own establishment will again resort to every kind of nefarious practice, and the revenue will suffer, while the actual sales and consumption will increase. It is to be remembered that a different kind of simple process of distillation is widely known here, and that before the introduction of the distillery system in 1864-65 there were about 1,200 outstills excluding those in Behar. In 1880-81 again 493 outstills were opened. At each of these places five or six servants worked, and learnt completely the process of distillation. Thus we have many who know how to manufacture liquor in the regular process, and their services can be easily obtained for purposes of illicit distillation.

78. I give below an account of some of the processes:—

(1) The apparatus consists of two earthen pots (hari), a smaller pot, and a ghara, called in Bengali matia kalsi. The ghara serves as the still. On it is placed an open-mouthed hari with an opening below. Round this opening are put lumps of earth, whereon the receiver or small open-mouthed hari is placed, and above all stands a copper and earthen pot. All joinings are carefully closed with some cement, so that no aperture may be left for the escape of vapour. The top vessel is filled with cold water, and as the water gets hot it is replaced by fresh cold water. The vapour rising from the still passes through the opening in the bottom of the second earthen pot, and then, striking the bottom surface of the top vessel, gets condensed and falls in drops into the receiver.

(2) In this the apparatus consists of two earthen gharas (kalsis), one placed over the other, and the wort is boiled in the latter, and the vapour rising to the former passes on through a tube fastened to it to the receiver. I append a sketch of it (F). These two kinds of stills were worked in my presence by some of the outstillers, and although the oven and the vessels were all new, the whole process did not take more than one and a half hours. Out of three seers of mohwa in the first two and a half, and in the second two bottles of liquor, 32° and 26° respectively under London-proof at 80° thermometer, were distilled.

(3) The Bengal mode of distillation with two tubes is, I am told, also known in some parts of the district.

(4) In this district rose-water, kewara-water, and such other liquids, are prepared by the process of distillation, and I append a sketch of the apparatus used by them (G). Under this process also liquor may be easily distilled.

79. I find Kalals, Sunris, Kahars, Gwallas, Dosadhs, Kandus, Tantis (Tatwa), Noniyas, Sonnars, Telis, and Koeris have been convicted of illicit distillation, which proves that it was not confined to any particular class, but that all the drinking classes used private stills as they got opportunity to do so, and these classes form the greater majority of the whole population of this district.

80. *Raw material easily available and at cheap prices.*—It should be also remembered that the liquor here is generally distilled from mohwa, a maund of which can be generally procured for one rupee. Besides, there are large numbers of mohwa-trees in certain parts of this district. The strong wind blowing throws off the flowers, and they are picked up by the poorer classes of the people, who thus get them for nothing. Thus they can make their own liquor almost at no cost.

81. Considering, therefore, that the ways and means to distil liquor in different forms are widely known, and that a large majority of the people, especially of the poor and low classes, drink it, I think it would be very unsafe to try to reduce consumption of spirits at the licensed shops by arbitrary, repressive, or strong executive and legislative measures. It would at once tend to increase consumption of spirits manufactured illicitly at home; and, as I have stated above, in a district like this we shall never be able to check the working of private stills from house to house by coercive and repressive measures. Government cannot possibly change the habits of a people. We must look to social, moral, and religious influences to make people

Gya.

temperate and drink less. The religion of Chaitanya and Manhay have had the greatest influence in Bengal and Punjab to keep down intemperate habits amongst the lower and middle classes of the people. No amount of legislative or executive measures could have done even a fractional part of the good that their religions have done to keep down drinking in these two provinces. In certain parts of Behar the religion of Faquir Kabir is to a certain extent doing much good in keeping down the intemperate habits of the lower classes of the people.

GYA.

Castes who never drank and do not drink now.	Castes who sometimes drink, but among whom there is no increase of drunkenness.	Castes who always drank, and among whom the habit is increasing.	Castes who did not formerly drink, but who have taken to drink since the introduction of the outstill system.
1. Brahmin ...	1. Napit ...	1. Barhi.	
2. Rajpoot ...	2. Sonar ...	2. Barui.	
3. Babhans ...	3. Teli ...	3. Baniyas of other classes besides Agurwallas and Chhetris.	
4. Baniyas of the Agurwalla and Chhetri castes.	4. Pasi ...	4. Bind.	
5. Kayasths (wearing thread, called paita in Bengal).	5. Ghatwal	5. Chamar.	
6. Koiri of Barka Dangi class.	6. Kurmokar	6. Dhanuk.	
7. Kurmi of Andia class.	7. Jugi ...	7. Dhobi.	
	8. Gond ...	8. Dom.	
		9. Dosadh.	
		10. Gareri.	
		11. Gwalla.	
		12. Hari.	
		13. Jaliya (Machua).	
		14. Kahar.	
		15. Kayasths (not wearing thread).	
		16. Kalwar.	
		17. Kandu.	
		18. Khandail.	
		19. Kiri of Chotka Dangi class, as also of Banafar and Jomhar classes.	
		20. Kumhar.	
		21. Kurmi of Joswa class (domestic class, &c.).	
		22. Madak (Hulwais).	
		23. Mali.	
		24. Mallah.	
		25. Mussahar.	
		26. Nuniya.	
		27. Rajwar.	
		28. Sunri.	
		29. Támolí.	
		30. Tanti.	
		31. Tatwa.	
		32. Bhunya.	
		33. Khurwar.	
		Mahomedans.	
		34. Kalal.	
		35. Chik and Kasais (butchers and sellers of beef, &c.).	
		36. Var (dancers).	
		37. Dafali (Musicians).	
		38. Jolaha (weaver).	
		39. Kunjra (vegetable-sellers).	
		40. Dhunia (cotton-cleaner).	
		41. Ghusehara (grass-cutter).	
		Domestic Servants.	
		42. Sweepers.	
		43. Barbers.	
		44. Washermen.	
		45. Public women.	
		46. Mirasi musicians.	
		47. Rosunchaki-players.	
		48. Bhattiara.	
		49. Ekka-drivers and serai-keepers	
		50. Vat.	

Tantrick Brahmins drink, but their number is very few in this district.

A small portion of this district Kayasths wear thread.

What percentage of the Koiris and Kurmis belong to Barka Dangi classes I cannot exactly say, but I am told that their number in this district is not large.

All Gwallas, whether cultivators or not, drink, except certain families, who do not drink because of *khandani chal, i.e.*, family practice.

As to Mahomedans, I have noted the classes (according to profession) that drink. In fact the lower classes of them, except the cultivators, drink; of the better classes a few drink imported liquor.

PATNA DISTRICT.

Capacity of Jars used and Duty leviable.

Capacity of jar in gallon.	Name of material.	Quantity of material.	Quantity of water.	Quantity of yeast.	Time taken in fermentation.	Quantity of wash.	Strength and Duty of Spirit produced. First gallon.	Second gallon.	Third gallon.	Fourth gallon.	Fifth gallon.	Sixth gallon.	The six gallons mixed together.	Total number of gallons that can be produced in a month from each jar, with duty thereon.	Rainy Season, Second Quarter. Time taken in fermentation.	Total number of gallons that can be produced in a month from each jar.	Cold Season Third Quarter. Time taken in fermentation.	Total number of gallons that can be produced in a month from each jar.
		Mds. s.	Gals.	Gals.	Days.	Gals.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Days.	Rs. A. P.	Days.	Rs. A. P.
32	Mohwa ...	1 0	12	12	4	27	54° 0 14 0	60° 0 12 0	66° 0 10 0	76° 0 7 0	84° 0 6 0	91° 0 2 0	70° 0 9 0	45 gals. 25 5 0	5	30 gals. 16 14 0	7	27 gals. 15 3 0
	Goor ...	1 0	12	12	7	32	15° 1 11 0	24° 1 8 0	48° 1 0 0	64° 0 11 0	76° 0 7 0	87° 0 3 0	56° 0 14 0	27 gals. 23 10 0	9	21 gals. 18 6 0	12	15 gals. 13 2 0
	Choa ...	1 0	10	10	7		39° 1 3 0	48° 1 0 0	60° 0 12 0	66° 0 10 0	78° 0 6 0	89° 0 3 0	63° 0 11 0	27 gals. 18 9 0	9	21 gals. 14 7 0	12	15 gals. 10 5 0
	Mohwa ...	0 30	12	13	4	28	48° 1 0 0	56° 0 14 0	64° 0 11 0	73° 0 8 0	84° 0 4 0	90° 0 2 0	66° 0 10 0	45 gals. 28 2 0	5	30gals. 18 2 0	7	27 gals. 16 14 0
	Choa ...	0 10																

GYA DISTRICT.

Capacity of Jars and Duty leviable.

Name of distillery where experiment was made.	Capacity of jars in gallons.	Name of material.	Quantity of material.	Quantity of water.	Quantity of yeast.	Time taken in fermentation.	Quantity of wash.	Strength and Duty of Spirit produced. First gallon.	Second gallon.	Third gallon.	Fourth gallon.	Fifth gallon.	Sixth gallon.	The six gallons mixed together.	Total number of gallons that can be produced in a month from each jar, with duty thereon.	Rainy Season, Second Quarter. Time taken in fermentation.	Total number of gallons that can be produced in a month from each jar.	Cold Season, Third Quarter. Time taken in fermentation.	Total number of gallons that can be produced in a month from each jar.
			Mds. s.	Gals.	Gals.	Days.	Gals.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Days.	Rs. A. P.	Days.	Rs. A. P.
Gya.	16	Mohwa ...	0 20	9	3	4	16	28° 1 7 0	54° 0 14 0	78° 0 6 0	88° 0 3 0	....	....	60° 0 12 0	30 gals. 22 8 0	5	24 gals. 18 0 0	7	17½ gals. 12 13 0
	16	Goor ...	0 20	8	3	7	4	28° 1 7 0	60° 0 12 0	83° 0 5 0	90° 0 2 0	....	....	67° 0 10 0	17½ gals. 10 14 0	9	13½ gals. 8 5 0	12	10 gals. 6 4 0
	16	Choa ...	0 20	8	3	7	14	46° 1 1 0	73° 0 8 0	83° 0 5 0	90° 0 2 0	....	....	73° 0 8 0	17½ gals. 8 9 0	9	13½ gals. 6 9 0	12	10 gals. 5 0 0
	16	Mohwa ...	0 15	9	3	4	16	28° 1 7 0	52° 0 15 0	76° 0 7 0	85° 0 4 0	93° 0 1 0	....	67° 0 10 0	37½ gals. 23 7 0	5	30 gals. 18 12 0	7	27½ gals. 13 6 3
	16	Goor ...	0 5																
Arung-abad.	30	Mohwa ...	1 0	24	3	4	30	28° 1 7 0	30° 1 6 0	51° 0 15 0	54° 0 14 0	66° 0 10 0	75° 0 7 0	61° 0 12 0	45 gals. 33 12 0	5	30 gals. 22 8 0	7	27 gals. 20 4 0

Gya.

GYA.

STATEMENT A.

Statement showing the Number of Cases of Illicit Distillation prosecuted in the District of Gya from 1864-65 *to* 1882-83.

YEARS,	Number of cases detected.	REMARKS.
1864-65	7	The required information has been compiled from Magistrates' Case Registers and Excise Case Register (which before 1881-82 was written up neither properly nor fully), as also by enquiries from old excise-officers and vendors.
1865-66	7	
1866-67	.....	
1867-68	6	
1868-69	2	
1869-70	2	
1870-71	6	
1871-72	7	
1872-73	7	
1873-74	5	
1874-75	27	These figures have been taken from the District Annual Report.
1875-76	34	
1876-77	24	
1877-78	20	
Total	154	
1878-79	13	Compiled from Register No. 7.
1879-80	.....	
1880-81	.....	
1881-82	3	
1882-83	.....	
Total	170	

STATEMENT B.

Statement of Cases prosecuted under the Sudder Distillery System as against distillers and their servants from 1865 *to* 1877.

No.	NAMES OF OFFENDERS.	Caste and occupation.	Nature of the case.	Sentence passed.	REMARKS.
1	Bakshu	Kalal, a distiller	Carrying liquor from the distillery without a pass.	Not known.	
2	Sukan Kahar	Kahar, a servant of a distiller.	Ditto	Ditto.	
3	Karamut Ali and Fatteh Ali	Kalal, a distiller	Ditto	Case dismissed.	
4	Surmali Goladar	Ditto	Ditto	Fined Rs. 2.	
5	Kasim Ali	Ditto	Ditto	Case dismissed.	
6	Kuramat Ali and Chotan, servant of Pir Ali.	Kalal, a servant of the distiller.	Ditto	Karamat and Pir Ali fined Rs. 2, and others fined Rs 8.	
7	Kushi Pasee and Mana Guddidar	Distiller, pasi, and Kalal.	Ditto	Fined Rs. 5.	
8	Hulas and Karm Ali	Kalal, a distiller	Ditto	Not known.	
9	Lutf Ali, Mawbodh, and Chedi Abkar	Ditto	Ditto	Ditto.	
10	Shobratee Mutwalia	Kalal, a servant of the distiller.	Taking away spirits without payment of duty.	Fined Rs. 5, and to pay duty of two bottles of spirit.	
11	Hingan Goladar	Kalal, a distiller	Possession of liquor above the quantity covered by the pass.	Fined Rs. 5.	
12	Golam Ali and Dukhu Goladar	Ditto	Carrying away liquor from the distillery without a pass.	Not known.	
13	Shahmat Ali and Phulloo Goladar	Ditto	Ditto	Ditto.	
14	Edu Mutwalia	Kalal, a servant of the distiller.	Possession of liquor above the quantity covered by the pass.	To be turned out of the distillery.	
15	Tufani Mutwalia	Ditto	Ditto	Not known.	
16	Ghuja, servant of Subhan distiller	Ditto	Carrying away liquor without a pass.	Case struck off.	
17	Edu Cheek	Ditto	Ditto	Not known.	
18	Sukan Gowala	Gowala, a servant of distiller.	Ditto	Ditto,	
19	Chuku and Amir Ali	Kalal, a servant of the distiller.	Ditto	Ditto.	
20	Bhuan	Kalal, a distiller	Possession of liquor above the limit covered by the pass.	Ditto.	
21	Baquar	Ditto	Carrying liquor without a pass.	Acquitted.	
22	Piroo Kalal, Nakhed Gurbha, and Bhagoo Kandoo.	Kalal and Kondu	Ditto	Fined Rs. 5 each.	
23	Toofani Dusadh	Dusadh, servant of the distiller.	Possession of liquor above the quantity covered by the pass.	Not known.	
24	Kandhia Sundi	Sundi, distiller	Ditto	Fined Rs. 10.	
25	Moroo Ali	Kalal, a distiller	Taking away liquor on payment of insufficient duty.	Not known.	
26	Rajab Ali	Ditto	Abstracting liquor	Acquitted.	

N.B.—For the cases in which I could not trace out final orders passed by Magistrates, I have put "not known" in the column of "Sentence passed."

STATEMENT C.

Statement of Excise Officers prosecuted during the distillery period from 1865 *to* 1877.

Number.	Names of persons prosecuted.	Designation.	For what offence.	Sentence passed by Judicial authorities,	Detail of departmental punishment.	REMARKS.
1	Lalji Prosad ...	Darogah	Appropriating and drinking a bottle of hot liquor as soon as it was distilled without entering it into account or paying duty.	.....	Dismissed.	
2	Sham Bihary Lall ...	Ditto	Destruction of register and forms to prevent detection of embezzlement.	Imprisoned for six months.	Ditto.	
3	Pershan Lall and Mohamed Ismail.	Darogah and mohurir.	Distillation of liquor at night and not crediting the amount distilled in the register.	.....	Ditto.	
4	Debi Pershad and Tilock Chund.	Mohurir and darogah.	Issuing liquor without charging duty.	.....	Ditto.	
5	Chhaku Lall ..	Mohurir	Charging less duty ..	.....	Ditto.	
6	Lachumon Lall and Bodhkishun. .	Darogah and mohurir.	Issuing more liquor than what was covered by the pass, 1866-67.	Acquitted ...	Ditto.	
7	Amir Hussen and Chhaku Lall.	Ditto ...	Issuing more liquor than what was covered by the pass, 1866-67.	.....	Fined Rs. 10 and Rs. 8 respectively.	
8	Girdhari and Turab ...	Peon	Being drunk in the distillery.	Acquitted ...	.....	
9	Amir Hussen ...	Darogah ...	Illegal gratification ...	.....	Was fined.	
10	Chundun Lall and Turab Ali.	Mohurir and peon	Issuing liquor without authority.	.....	Peon suspended for six months mohurir removed from distillery work.	
11	Ram Kirtaruth and Mohamed Ismail.	Darogah and mohurir.	Issuing more liquor than what was covered by the pass, 1870-71.	Acquitted ...	.....	
12	Gopal Lall and Raghubuns Sahai.	Ditto	Issuing liquor without pass.	.....	Darogah and mohurir suspended.	
13	Soban Singh	Peon	Allowing liquor to be taken without pass.	Discharged ...	.....	
14	Mahadeo Ram ...	Do.	Being drunk in the distillery.	.....	Dismissed.	
15	Novo Gopal and Gopal Lal.	Darogah and mohurir.	Unauthorized issue of liquor.	.....	Each suspended for three months Dismissed.	
16	Novo Gopal and Mathu Ram.	Darogah and peon	Illegal gratification ...	For want of evidence case struck off.		
17	Chamun Lal	Darogah	Issuing more liquor than what was covered by the pass.	Acquitted ...	.....	
18	Sihory Lal	Do.	Issuing liquor without pass.	.....	Dismissed.	
19	Sangun Lal	Do.	Issuing more liquor than the quantity covered by the pass,	.....	Ditto.	
20	Raghunath Lal ...	Do.	Illegal gratification ...	Imprisoned for three months.	Ditto.	
21	Nownidh Lal	Mohurir	Issuing more liquor than the quantity covered by the pass.	.....	Suspended for one month.	
22	Sadho Charan	Darogah	For issuing liquor without pass.	.....	Dismissed, but reinstated on appeal.	
23	Mokhun Lal	Do.	Issuing liquor without pass, 1873.	.....	Dismissed.	
24	Faridudin and Mohun Pershad.	Darogah and mohurir.	For not crediting duty realized and issuing more liquor than the quantity covered by the pass.	Imprisoned for one year.	Ditto.	
25	Mohiput Narain and Furhut Hossein.	Ditto	For issuing more liquor than the quantity covered by the pass.	.....	Ditto.	
26	Madho Ram	Darogah	For issuing more liquor than the quantity covered by the pass, 1874.	.....	Ditto.	
27	Amir Hossein	Ditto	For issuing more liquor than the quantity covered by the pass, 1874.	.....	Suspended for three months.	
28	Gopal Lal	Ditto	Section 211	Was acquitted on appeal.	.....	He charged mohurir Hanuman Sahai of stealing hydrometer, which was found to be false.
29	Amani Lal	Ditto	For issuing more liquor than the quantity entered in the pass.	.....	Dismissed.	
30	Ramanund	Ditto	For using more material than shown in register.	.....	Ditto.	
31	Ram Lall and Galib Ally.	Darogah and mohurir.	Issuing fresh liquor as against the Collector's order.	.....	Ditto.	
32	Naurangi Lal ...	Mohurir ...	Distillery liquor was found in his private lodging.	.....	Ditto.	
33	Ganesh Prosad ...	Darogah ...	Issuing liquor without pass	Imprisoned for six months, but acquitted on appeal.	.....	
34	Mohun ...	Peon ...	Issuing liquor illicitly ...	.....	Fined Rs. 5.	

STATEMENT D.

Statement of Consumption of Ganja from 1866-67 *to* 1882-83.

YEAR.	Number of licenses.	Consumption of ganja.	
		MDS. S. C.	
1866-67	61	108 27 12	
1867-68	79	134 27 4	
1868-69	65	156 15 0	
1869-70	71	140 22 8	
1870-71	73	177 20 8	
1871-72	95	219 30 8	
1872-73	97	196 12 1	
1873-74	104	176 31 9	
1874-75	95	144 14 6	
1875-76	86	164 16 12	
1876-77	87	196 0 11	
1877-78	95	183 30 1	
1878-79	65	107 8 2	In this year the outstill system was partially introduced. In 1879-80 it was fully introduced.
1879-80	52	87 17 6	
1880-81	61	139 23 13	
1881-82	71	161 20 1	
1882-83	70	156 20 1	

PRANKUMAR DASS.

Note by Mr. Boxwell, Collector, upon the Statement of Babu Prankumar Das.

I HAVE been a resident of Gya since 15th August 1883.

I had to deal with sudder distilleries in the Southal Pergunnahs more than five years ago, and with outstills in Durbhunga for the last two and a half years.

I cannot speak about my present district, Gya, from any experience of my own.

The subject has been discussed with great care and good knowledge by my principal excise-officer, Babu Pran Kumar Das. I cannot add anything.

I would not on any account revert to the sudder distillery system, which I think not only very bad, but almost incapable of improvement; whereas I think the outstill system good, even with the faults which it now has, and it is capable of indefinite improvement. Accordingly, I would not in my own answers even entertain the question of return to sudder distilleries, as Babu Pran Kumar has. I think it is better to protest strongly and vote plump.

There can be no doubt that the outstill system has, working with other causes, helped to produce an increase of drinking and drunkenness. This ought to be admitted at once, and then let us have done with it. It is possible to diminish the evils of the system while we keep the good. The great reform will be, as has often been said before by all classes of officers, to restrict the number of the shops and the size of the stills. Babu Pran Kumar's suggestion of licensing copper stills is excellent. Experts should consult about the capacity. Licensed copper stills should bear a Government mark. All others should be destroyed and a fine imposed. Our licensees will be ready enough to search and inform on illicit stills. I would find it difficult myself to suggest what should be the limit of manufacture. The method is simple. So many stills of such a size working constantly produce so much alcohol in the year. They may produce any less quantity, but cannot produce more. All this kind of drinking I look on myself as so much sheer loss, except in so far as there is a reserve of food kept, capable of being turned into food in a scarce year. The revenue is the only set-off. Therefore I would put the number and capacity of stills at the lowest possible figure. I think the superior authorities ought first to say:—"The disadvantages of the sudder distillery system are so great that we will not have it. We approve of the principle of restricting consumption and drunkenness through number and capacity of licensed Government copper stills. We direct local officers to submit distinct estimates." Then Collectors, taking the advice of good practical Deputy Collectors and other experienced men, could submit schemes for approval.

I am not sure that the plan of fixing a price would work. Babu Prankumar says if it failed even it could do no harm; but it always does harm to give an order which cannot be fairly well enforced. I think the limited copper stills would do all we want.

I would give no local bodies any control, except by petition to the Collector, whose duty it is to listen to representations and judge of them.

I beg to say that I do not consider this an independent report, but a note on Babu Pran- *Gya.*
kumar's report, which I recommend to the Commissioners.

Statement of Babu Durga Prasad, Sudder Abkari Darogah.

I AM an inhabitant of this district. I have been in the Excise Department in this district since 1863. Under the outstill system I was a mohurir, and a darogah in the sudder distilleries of Arungabad and Jehanabad. At Jehanabad in the sudder distillery there were eight stills of half the size that are now used, and they were of earth. Each still could be worked five or six times in a day, while now in the copper stills 15 or 16 distillations can be made. The liquor which was then sold for four pice is now sold for two pice, and the liquor now sold for two pice is stronger. The price of mohwa and other raw materials has been the same as before, *i.e.* within the last two years. Formerly a man could get drunk for one anna worth of liquor, now he can get drunk for two pice worth of liquor.

Statement of Babu Chota Lall, holder of three outstills.

I HOLD licenses for two shops in the town of Gya, and one in the interior. Last year I had licenses for all the shops in the town and four in the interior. In each outstill I had only one still to work. Each still, with one maund of mohwa, could be worked 10 times in 12 hours, and with half a maund of mohwa it could be worked 17 or 18 times during that time. Each distillation, with one maund of mohwa, will yield 40 bottles, or 6 gallons and 4 bottles of spirit. Ordinarily I use one maund of mohwa in each distillation. Last year I sold each of these 40 bottles of pure liquor for 4 annas. This year I sell the same for 2 annas in consequence of dearness of food-grain.

(*N.B.*—It is to be noted that last year the witness had the monopoly of the entire shops within the municipal limits, while this year he has only two shops out of 10).

A larger number of people frequent my shops this year than last year. This increase is due to cheapness of liquor. The strength of liquor sold in the shop depends entirely upon the demand. A consumer asking for a bottle at two pice would be given liquor of minimum strength, while a consumer asking for liquor at 4 annas a bottle would be given liquor representing the value of 4 annas, or four times the amount contained in the bottle sold to the consumer for 2 pice. The pure liquor is sold at 2 annas a bottle; it is either sold pure or mixed with water to suit the taste of the consumer; *i.e.*, if the consumer prefers to take half a bottle of pure liquor for 4 pice, or a quarter of a bottle for 2 pice, the pure liquor will be sold to the consumer, it being optional to the consumer to mix water or not.

The country spirits sold in my shops, and their prices, are as follow :—

1. Atania, sold for 8 annas a bottle, in which no water is mixed.
2. Chowania, sold for 4 annas a bottle, in which no water is mixed, but sometimes 1 or 2 bottles of water is mixed in 20 bottles.
3. Doania, sold for 2 annas a bottle, half the quantity being water.
4. Dokani, sold for 1 anna a bottle, the water being three times the quantity of pure liquor.
5. Inferior kind of dokani sold for 2 pice a bottle, with admixture of more water than in dokani.

I work my still with one maund of mohwa. I cannot say what is the capacity of each. All my stills are of copper, the price of each is not less than Rs. 100. My impression is that there is more drunkenness now than before. The stills are obtained from Patna. All of them are of the same capacity, but differ in weight.

Statement of Mosahil, holder of two stills in mofussil,—one at Narayanchunga and the other at Chanchowa.

I HAVE experience of both the sudder distillery and outstill systems. I work a still with one maund of mohwa and other materials, the maximum yield of which is six gallons of pure liquor, or 36 bottles, each of which bottle is sold for four annas. The dokani spirit, which is sold at the rate of four pice a bottle, is a mixture of six gallons of pure liquor with 14 gallons of water. Under the sudder distillery system the same quantity, *i.e.* six gallons of pure liquor, used to be also drawn from one maund of mohwa. Each bottle of such liquor used to be then sold for eight annas, or double the price for which it is now sold. The reason why I can sell at this half rate is that I can, under the outstill system, distil any quantity of liquor I like, which I could not do under the sudder distillery system.

It is generally believed that deleterious drugs are mixed with liquor to accelerate intoxication. There was one case in which it was suspected that deleterious substances were mixed with liquor, but on examination the suspicion was found to be unfounded. There has been no general enquiry by the police into the existence of these practices. I have heard of such practices from my constables, who, when asked if the liquor now made is stronger, told me that dhatura is mixed with it.

I should think that since the introduction of the outstill system the consumption of tari has been affected.

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My impression is that liquor can be obtained from outstills after the precluded hours. I have no reason to believe that the holders of outstills are receivers of stolen property, but as a rule *budmashes* assemble in liquor-shops and concoct plans of theft, plunder, &c. The liquor is sold on credit. I have so heard.

It is possible to prevent, by strong preventive measures, illicit manufacture or sale of country spirits within an area of sudder or central distillery.

Statement of Bacquar Abkar, of Teri Bazar, in the town of Gya.

I HAVE been a distiller for several years both under the sudder distillery and the present outstill systems. I hold at present the outstill shop at Teri Bazar, and pay Rs. 900 a month as license fees. Ordinarily I work my still with one maund of mohwa and other materials, the maximum yield of which is six gallons of pure liquor, and I sell that pure liquor at the rate of four annas a bottle.

(*N.B.*—States in answer to a question that Chota Lall, is selling the same amount of liquor for half the price in hopes of ruining the present witness by underselling.)

In the time of the sudder distillery the amount of spirit we now sell for three annas used to be sold for four annas. The reason why I can sell at this reduced rate is that the cost of production is less in the outstill than it was under the sudder distillery. More people drink now than in the days of sudder distillery. I do not know if there is more drunkenness now.

Statement of Moulvi Kamaruddin, Pleader, Judge's Court, Honorary Magistrate, and Municipal Commissioner.

I AM an inhabitant of this district. I have had no experience of the working of the sudder distillery or outstill system. I have, however, a general knowledge of both. I think drinking has increased. I know this from personal observation and from what I have heard. I see more people drinking and drunk than I saw formerly. The increase is observable amongst the lower classes. Comparing it with what prevailed six years ago, the consumption has become double. The increase in actual drunkenness may not be so great, but nearly so. There has been an increase amongst the drinking classes, also among day-labourers and women of lower classes, such as Doms, Beldars, &c. Since the introduction of the outstill system the Mahomedans of the better classes, who previously drank tari only, have begun to drink country spirits, which they obtain from outstills in the interior. I attribute the increase in drinking partly to cheapness in price (formerly the minimum price was eight pice, now it is four or even three pice), and partly to its being now available more easily than before. There are places, such as Matihani, where there was no liquor-shop under the sudder distillery system, and now there is an outstill. I see in other villages outstills where there were no liquor-shops before. This gives greater facility to the obtaining of liquor. Another cause is the increase of wages. Labourers used to get formerly three seers of grain, now they get at least double, and in some instances more. Thus they can purchase more liquor. This applies to towns as well as villages.

The last five years have been good agricultural years; the cultivators had in consequence more money to buy liquor with. The sudder distillery liquor was stronger than the liquor manufactured in outstills. This is what I have heard. The liquor distilled in outstills is more injurious to health than what was manufactured in public stills. I hear that vendors mix dhatura, (*nux-vomica*), the seeds of the hemp plant, and other drugs, with liquor. The consumption of tari in itself has not decreased, though some tari-drinkers now drink country liquor. I can say nothing about illicit distillation. I know that zemindars send Cabuli fruits and such expensive materials to vendors for illicit distillation. Liquor can be obtained at illegal hours. I have known cases in which people committed petty thefts in order to obtain means of purchasing liquor.

I think the consumption of country spirits can be limited (1) by enhancing the price thereof, (2) by lessening the quantity of liquor to be sold to any one individual consumer, (3) by curtailing the number of liquor-shops, (4) by preventing the sale of liquor by the side of a road or in jungles, (5) by preventing people from drinking in or about the liquor-shops, and (6) by diminishing the quantity to be distilled.

I am unable to propose, but I recommend, the adoption and restoration of the former sudder distillery system till the organization of a better system.

Smuggling can be prevented in the following manner:—

Let each Kalal or chooladar (vendor) have a fixed number of *mutkas*, say 12 *mutkas*; number the *mutkas* consecutively from 1 to 12: let the chooladar fill up the *mutkas* from 1 to 4 with the requisite materials for the first day, from 5 to 8 on the second day, from 9 to 12 on the third day.

Let the first four *mutkas* be distilled on the fourth day, the second batch of the four *mutkas* on the fifth day, and so on in due order. But this mode may be objected to on the ground of some of the *mutkas* now and then not being ready for distillation in due order. This objection, though weak in itself, can be met by allowing the chooladar to break the order of *mutkas* and showing the *mutka* distilled or used by entering its number in a register kept for the purpose.

These preparatory *mutkas* (if I may so call them) should be inspected daily by a well-experienced officer for the purpose of detecting and finding out whether the *mutkas* have been filled up on the day they are alleged to have been filled up.

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Calling to recollection the enormity of smuggling, and having in mind that formerly a darogah's income by such smuggling was never less than Rs. 20 per day, I would propose the monthly salary of a darogah to be fixed at Rs. 100 rising to Rs. 200. The selection and nomination of the darogahs should be made from among the municipal bodies well reputed for honesty.

Liquor should be allowed to be taken out of distillery only twice a day, for instance between 6 and 9 a.m., and then again between 3 and 5 p.m. The exit pass should bear the hours for which it is available.

I can say nothing about illicit distillation. I recommend that the entire control over the selection of the sites of liquor-shops be entrusted to the municipal body, and the control of the manufacture and sale of country spirits be entrusted, as formerly, to the officials.

Statement of Babu Bhoop Sen Singh, Government Pleader and Vice-Chairman of the Municipality of Gya.

I HAVE had some experience of the sudder distillery and outstill systems. Under the present outstill system, compared with the sudder distillery system, drunkenness appears to have increased. There was a shop in my native village, *Bowree*, under the sudder distillery system, and there is now an outstill. I pass frequently by that shop and notice a larger number of people drinking in that shop now than before, and not only that, a larger number I find drunk. I do not know any instance of people taking to drink who did not drink before. I only see those people drinking who used to drink before. People from other villages, as well as from the village where the shop is situated, frequent that shop for the purpose of drinking. The shop now pays a higher revenue than before, but the cost of manufacture is less, which enables the shopkeeper to cheapen the price of liquor, and this cheapness attracts more consumers than before. There was, and is, a tari-shop in that village. The consumers of tari have now taken to country spirits. The cost of manufacture is less now than before. The outstill-holder makes a larger quantity of liquor of the same strength as under the sudder distillery system by adding more water and mixing the same with dhatura. I have no personal knowledge of the admixture of dhatura, but I have heard of it. Under the sudder distillery system there was illicit distillation. I know of cases prosecuted in which darogahs were implicated, and I have also heard of cases in which darogahs passed out spirits without payment of duty. In the Municipality of Gya drinking as well as drunkness have of late years increased since the introduction of the outstill system. There are ten outstills now, and I do not know how many shops there were under the sudder distillery system. This increase appears to be due to cheapness of liquor, which is now sold at 4 pice (Goruckpuri) per quart bottle; under the sudder distillery system the price was double that amount. In the interior the price is one-half. This decrease of price is attributed to the cheapness of materials. I see more customers in the liquor-shop in the evening. I do not know of any caste taking to drink who did not drink before. Those Mahomedans who drank before drink now too. Most of the Mahomedans drink tari, and a few country spirit. The better classes drink imported liquor. Amongst the Hindus, the Ahirs, Kahars, Koiris, Koormis, Beems, Chamars, Dhobis, and other lower orders drink. Amongst the higer order of Hindus the Kayasths drink. During the Holi and Dashara festivals the higher orders of the people give liquor freely to their dependents and others. I have noticed no increase of drinking or drunkenness amongst the domestic servants or amongst women. The women of the lower orders, and some families of the higher orders, drink now as before. I have not seen women drinking in the shop.

There has been an increase of wages in town, but no increase in the interior. The increase of wages in town is observable more amongst skilled labourers. The *bhowali* system of paying rents is prevalent in this district, and the agricultural classes, in a pecuniary point of view, are not more prosperous now than before; but they feel easier now than before, as now they understand their rights better. In the interior I find there is no material improvement in the condition of the labouring and agricultural classes, but near the town they are a little better now than before. Formerly the high price of liquor prevented the lower classes from going to the liquor-shop with the small saving that they could effect; but now, since the price has fallen, they feel no hesitation or obstacle in going to liquor-shops with the small savings which they would have otherwise saved. Thus the revenue has increased, and the purses of the consuming class have been drained. In the former outstill system the Kalals, *i.e.*, the manufacturers of liquor, were rich, but they became comparatively poor during the sudder distillery system. There has been a falling off in the rent of tari-trees. Formerly I used to get Rs. 70 or Rs. 75, but now I get Rs. 40 or Rs. 50. The cheapness of country spirit has led many consumers of tari to liquor. I have not heard of any illicit distillation still going on. I have heard of one or two cases of Kayasth zemindars or other rich people sending Cabul fruits to outstills for distillation of spirits. The increase of drunkenness appears to have been in the same ratio in the town as in the interior. The price of liquor is sometimes paid in kind. I have not heard of any cases amongst the lower orders of the people who have come to ruin by large consumption of liquor, but I know of some cases amongst the higher classes who came to ruin by the excessive use of imported liquor. I am not able to give any facts showing the connection of drunkenness with crime. I have known cases in which people were accused of house-trespass with intent to commit theft, but they were afterwards found not to have gone to the houses with the intent to commit theft, but committed the trespass under the influence of liquor.

I would remedy the existing evil by reverting to the old sudder distillery system.

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Statement of Babu Harihar Nath, B.L., Vakil and Honorary Magistrate.

I AM an inhabitant of this district. I have no practical knowledge of either the sudder distillery or the outstill system. Since the last four or five years I have noticed a large number of people collecting around liquor-shops. I have also observed many cases of drunkenness. These cases of drunkenness I have noticed by the public streets after nightfall. The people amongst whom I have observed this increase of drinking and drunkenness are low-class, common men. I have found many day-labourers drunk. I have not noticed any women going to liquor-shops. I have no sufficient experience to be able to compare the effects of the two systems as regards drinking and drunkenness. The last five years have been on the whole prosperous. I mean that there have been more crops, so far as my information goes. This prosperity has affected the consumption of country liquor. My experience is that whenever grain is cheap people go to drink. I hear that the liquor manufactured in the outstills is mixed with dhatura. I do not think that the outstill system has affected the upper classes of the people, but I do think that it has affected some of the poor men of better castes. I would put a stop to drinking in the premises of liquor-shops, for the reason, amongst others, that the collection of a large number of drinkers in one place is dangerous to public peace.

Statement of Babu Sarada Prasad Ganguli, Head-Master of the Gya Zillah School, and Secretary to the District Committee of Public Instruction.

I AM not an inhabitant of this district. I have been here for the last six years. I have reason to believe that both drinking and drunkenness have increased in this district for the last four years. I see now more drunken men in the streets than I saw when I came here in 1877. This increase has taken place amongst the lower classes. It seems to me that amongst the lower Kayasth classes drinking has increased. Drinking has not increased amongst the school-boys. In my school there are about 250 Kayasth boys belonging to a drinking caste, who drink during festival and other occasions. The Kayasth boys of the first four classes, finding that I disapproved drinking, gave a declaration in writing about three years ago that they would discontinue that habit. I believe that many of them have adhered to the declaration made. I have noticed no increase of drinking amongst the gurus and pathsala boys, *i.e.*, the Kayasth gurus and Kayasth boys drink now as they drank before. The Rajput and Brahmin boys do not drink at all. The domestic servants drink now a little more frequently. At present the agricultural classes have not been much affected by the outstill system, but I fear that if cheapness and facility for obtaining liquor and good harvest continue there will be danger. Drinking has increased amongst the day-labourers and the lower classes of artizans. These are the classes which are chiefly affected. The classes of people who did not drink before have not taken to drink.

The causes of increase of drinking are—

(1) The cheapness of liquor, which is the chief cause,
(2) The example of the higher classes, and
(3) The loosening of the bonds of the Hindu and Mahomedan religion.

The last five years were prosperous. The prosperity has increased the consumption of country spirit.

The Kayasths of good position are in the habit of drinking liquor of stronger and better quality than the poor can afford. They do this because they consider country spirit more healthy than imported liquor. I do not think that the outstill system has affected the upper classes.

I think the illtreatment of women by men given to drinking among men of low classes is more common now than before, and this has come to my notice though I do not know it personally, *i.e.*, by personal observation. There is much more uproar now in public streets than I noticed before. I do not know that any classes have been ruined by drinking, but I think the poorer classes would have been more comfortable had they not taken to drink.

On the whole, I do not consider it will be wise to revert to the sudder distillery system. I would put some check over outstills. I consider that the outstill system is a better one, but it is absolutely necessary that some restrictions should be put upon the power which the outstill-holders have at present to distil any quantity they like ; that the multiplication of outstills should not be allowed ; that no shops should be placed at places where no strong necessity exists ; and that there should be some officer, independent of the Excise Department, and not concerned with the revenue derived from it, whose duty it should be to inspect the outstill arrangements and to see that they are not abused. Local bodies never work. I would prefer a Government officer to control.

Statement of Moulvi Wazir Ali Khan, L.M.S., Secretary to the Gya Association.

I AM not an inhabitant of this district, but I have been residing here since 1876. I do not know personally anything of the working of the two systems, viz. the sudder distillery and the outstill, but I see a larger number of people now drinking than before, and we come across drunken people everywhere—on the roads, in shops, villages, and streets, and this

increase is amongst the lower order of people. Drinking has also increased amongst domestic servants and day-labourers. Formerly we seldom or never had occasion to turn out our servants for drunkenness; now we have to do so. As regards school-boys and agriculturists, I have no personal knowledge.

The last five years have been prosperous here, and this fact has affected the consumption of spirits. The liquor distilled in sudder distilleries was far stronger than that distilled in outstills. I know this fact from my bearers and other dependents to whom I am in the habit of giving liquor. The spirits manufactured in outstills are injurious to health in consequence of adulteration with dhatura, kuchila, and other deleterious substances. Personally I do not know anything, but I have heard complaints from my patients. The greater number of cholera cases which I had to attend in 1882 were amongst the classes of people who consume country liquors, and amongst the Kalals, *i.e.*, manufacturers of spirits. During the cholera season of 1883 I was not in town, but the few cases that I had this year were confined mostly to the people who habitually drink country liquor. The *Baids*, who practise the Hindu system of medicine, have been in the habit of distilling a liquor called *ásho*. It is manufactured to meet caste prejudices. They continue to do so. I know some people get their liquor distilled in outstills. The outstill system has not led to increase of drinking amongst the higher classes. The vendors sell in exchange for goods, and also on credit, and at all times. The moral effects of drinking have been bad. The middle class of people, viz. the mohurirs, clerks, &c., on low pay, have been materially injured by drinking.

I would revert to the old sudder distillery system, and prohibit drinking in the shops. I would suggest the following plan for checking smuggling and illicit distillation, &c.

(1) *Smuggling.*—The principal source of this is the dishonesty of the servants of the distillery. This could be checked, first, by employing well-paid servants of respectable family and education in immediate charge of the distillery. The servants should be required to deposit a sum equal to a year's pay before getting their appointments. The principal servant or darogah should be required to produce two sureties, besides the security in cash. The distilled liquor should be deposited and received in a most carefully-secured, locked, and sealed reservoir, so that no one could get a drop of it, or from it, without opening several patent padlocks, locks, and seals. A Deputy Collector should be placed in special charge of the reservoir, who should be paid a better salary than the men of his class. He should be subjected to the same rules of security and surety as others. At appointed hours he should open the reservoir, take the specific gravity of its contents, settle its value, and sell it to a contractor or principal vendor, who may retail it in fixed quantities to licensed retail vendors. The retail and wholesale vendors should be required to submit every day an account of their previous day's purchase and sale. A limit should be fixed for the quantity to be daily manufactured, and only a limited quantity of mohwa should be supplied to the darogah by the Deputy Collector for distillation, and also a time fixed for manufacturing. Abkari servants should be prohibited, under severe penalties, from possessing any mohwa or other materials from which liquor may be distilled in distilleries.

The still and reservoir or receiver being so manufactured as to be inseparably connected with each other, and the latter being locked, &c., will effectually prevent any illicit manufacture and smuggling by Government servants.

(2) *Prevention of illicit distillation.*—This is a hopeless task, for the person who does this is always sure of his safety, impunity, and the friendship of his neighbours. He is sure that his neighbours will not betray him, and in case he is spotted by an outsider the neighbours will never turn evidence against him. Only the person who is thoroughly and positively sure of his safety attempts illicit distillation.

This could be checked only by establishing a handsomely paid detective force for this purpose, in which persons of special aptitude and detective abilities from distant districts should be employed. A handsome scale of rewards for detection and conviction should be framed. The crimes under abkari laws should be most severely dealt with, making the judgment of the original court final.

I would place the whole abkari and detective establishments jointly under the control of the Government and the local municipal or rural bodies. A number of Municipal Commissioners or members of the local rural body should be annually nominated by the Government to have charge of the Government distillery. All the servants of the department should be employed with their approval and selection. They should be empowered, under the abkari laws, with powers of punishing and rewarding. They should be required to make monthly reports on the abkari affairs and the conduct of the servants of the department.

The non-official controller should be given entire discretion as to the number of shops, the locality, quantity of liquor, and all other such details.

I would not insist on any rigid observance of the time of sale, &c., for all these restrictions lead more to their breach than observance, and thus create a habit of breaking through well-established rules. The local bodies should be allowed full discretion in such matters.

In short, I would urge the manfacture of wholesome liquor, easy of reach and of substantial price, so that it may not compel people to resort to unfair means for satisfying their cravings and for getting a stimulus to their system, which certainly many of them urgently require owing to the state in which they live.

In my opinion the outstill system is not liable to any improvement, and causes loss both to the Government and the public.

Without taking the non-official persons in its confidence, the Government can never tide over these difficulties. Non-official persons can always look at things from behind the

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scenes, which are completely closed and sealed to the officials. As to the honesty and integrity of servants, none can judge better than the non-official community. With independent and unfettered non-official advice at their disposal, the Government officials can do more in this respect than they do in their present unaided state.

I wish to call attention to an evil resulting from the sale of refuse mohwa after distillation for the feeding of milch cattle. It gives bad flavour and smell, and I think the milk is rendered unwholesome. I doubt not that many a time the outbreak of cattle diseases can be traced to this origin, and many human sufferings arise from unwholesome and adulterated milk. It is a pretty generally admitted theory that water is the greatest medium of the spread of cholera. Adulteration of water at the outstills must be very often helping the spread of this and other diseases, especially when the outstill is situated in an infected locality. Leprosy and other inveterate foul skin diseases are much on the increase, and might be accounted for by the adulteration and unwholesomeness of country liquors and milk, and by the healthy and diseased persons congregating together in grog-shops.

Statement of Sheik Aulad Ali, Assistant Superintendent of Police, on furlough.

I HAVE been in this district for the last 45 years. I have some knowledge of the sudder distillery and outstill systems. I think drinking has increased during the last five or six years. My reason for so thinking is that I have lately seen liquor-shops more crowded than before. The increase has taken place amongst the lower orders of people to the extent of four times,—that is, four times the people are now found drinking compared with the number that used to be found drinking before. I have also noticed a larger number of people actually drunk. The number is double that of former times. I have paid particular attention to the subject in the city of Gya both under the sudder distillery and outstill systems, and I can say as a police-officer that there has been an increase of drinking and drunkenness in the city of Gya; but of other places I speak on general grounds. I have noticed no increase of drinking amongst the school-boys, but some increase amongst the lower caste of cultivators. Amongst the day-labourers I have noticed an increase of drinking and drunkenness. Amongst the women of low caste, such as Dom, Dosadhs, Chamar, &c., I have found an increase of drinking and drunkenness. I am not aware that the classes of people who did not drink before have acquired now the habit of drinking. The causes of increase of drinking and drunkenness are—

(1) The cheapness of liquor,
(2) The increase of wages of labour, and
(3) The general prosperity of the country.

Under the sudder distillery system the price per quart bottle was five to six pice, and now it is three or four pice. The cheapness of the liquor may be attributed to the reduction of the cost of manufacture under the present outstill system. The alcoholic strength of the liquor which is now sold for three pice is less than that which used to be sold before for five pice, and the strength of the liquor now sold for four pice is less than what used to be sold formerly for six pice. This is only an impression of mine. I have not tested the strength of the liquor. The last five years have been prosperous in this district. I have heard that the outstill-holders constantly use dhatura and *nux-vomica* (kuchila) in manufacturing country spirit or after distillation. I have heard it as a rumour. I have never found these substances in the houses of Kalals. Though the alcoholic strength of the liquor now manufactured in the outstills is less than that distilled in the sudder distillery, yet one bottle of it would produce the same intoxication as four bottles of the same strength of liquor of the sudder distillery could produce.

I cannot say that there has been a marked decrease in the consumption of tari since the introduction of the outstill system. There may be illicit distillation now as before, but under the sudder distillery system it was more. Some rich people still have private stills in the interior. I believe there is also a practice in this district among some well-to-do people to send materials to the outstills for manufacturing liquor for them. I do not think there is an increase of drinking of country spirit amongst this class of people.

The regular customers can buy liquor at any hour of the night. The shops are closed at the prescribed time. The vendors sell liquor in exchange for grain, ornaments, &c., and I have known of their taking stolen property in exchange. They also sell on credit. I think there are instances of people taking to criminal courses in consequence of having ruined themselves by drinking. The register of *budmashes* of this town will give some cases.

I would raise the prices of liquors by introducing the sudder distillery system. I would check illicit distillation and smuggling by the entertainment of strong establishments. It would be difficult to put a stop to illicit distillation and smuggling altogether, but there would be great check with a strong special establishment. The licensed vendors should be forbidden to allow drinking within their premises. I would restrict the sale of one bottle of spirits at one time to one person, instead of six bottles, as at present allowed.

I would recommend the removal of shops from the main roads and jungly tracts. If the present outstill system is to be kept on, the above suggestions may be acted upon, and in addition some measures should be taken to test the purity and the original strength of the liquor made in outstills. The number of outstills should also be reduced. I would not make over the management to any local board. I would allow it to remain as it is—in the hands of Government officers.

DISTRICT MOZUFFERPORE.

Statement of T. Norman, Esq., Officiating Collector of Mozufferpore.

FROM 1873 to 1880 I was Collector of Balasore, and during 1882 I was at Rungpore. My experience of the Mozufferpore district is very short.

I cannot say that any facts have come under my personal observation which would warrant the conclusion that there has been excessive increase in drinking during the last 10 years. That some increase has occurred the transactions of the Excise Department prove, but I have no reason to suppose that that increase is more than proportionate to the improvement in the circumstances of the people springing from a succession of years of plenty. I think it probable that the development of this increase would to a certain extent have been checked by the expensiveness of the liquor under the sudder distillery system, which may be in theory the better system, though in practice its many weak points are obvious. So far as Balasore is concerned, the people are consumers of opium and not of spirits; and so long as they can procure their favourite drug, no amount of improvement in excise arrangements will succeed in raising a large revenue from country spirits in Balasore. The only classes who drink in Balasore are, firstly, a few of the Pans and other people of low caste, and secondly, some of the Bengalis in the town of Balasore, and a few young Uriyas who have learnt the practice from them, and it was chiefly among these residents of the town that increased drinking was believed to prevail. I am aware of no evidence showing that classes which formerly did not drink have been taught to drink by the outstill system. I have always found that distillers under both systems alike denied the use of dhatura, but in Orissa small balls, about the size of marbles, consisting of a substance called bakar, were always mixed with the materials. The distillers asserted that this substance was composed of the roots of various jungly plants, but I have never had the opportunity of making researches into the properties of these roots. The consumption of tari and pachwai I believe to be unaffected by the introduction of the outstill system. I do not believe that the illicit distillation of spirits is carried on in this district, else it would at least occasionally be detected. In Balasore a little liquor was naturally smuggled from the Tributary States, where it costs only 3 or 4 pice per bottle, and from French Balasore, where it was equally cheap, by drinkers who lived close to the frontier or to the French territory; but the amount so smuggled was very insignificant. As to the effects of drinking, no instances of its injurious effects have been brought to my notice in this district. A chaprasi until recently on the Collector's establishment was to my knowledge a hard drinker, yet continued to do his work and retain his post for some 20 years. In Balasore the most remarkable instance of intemperate habits known to me was the case of a young zemindar, brought up under the Court of Wards, who first ruined himself and finally killed himself by the indiscriminate use of imported spirits, country spirit, ganja, and opium. This case will of course support no indictment against country spirit. Malpractices by outstill-holders do not frequently come to light, and cases which do come to light are of a trivial character, such as selling liquor after hours and conveying liquor for sale at places other than those named in their licenses.

On the whole, I cannot say that I think drinking is carried on to a deleterious extent, or that it demoralises the people; and there is no question of the physical superiority of the inhabitants of the tracts of country remarkable for their large consumption of spirit over the inhabitants of those tracts where very little spirit is consumed. Compare the Beharis with the people of Eastern Bengal and Orissa. I am not in favour of entrusting local bodies with the control of excise arrangements, nor do I see any advantage in so doing. I am not prepared at present to offer any suggestions with a view of effecting any material alteration in the existing system.

Statement of Babu Gowri Sankar Biswas, Excise Deputy Collector, Mozufferpore.

I AM not an inhabitant of this district, but have been Deputy Collector here in charge of the Excise Department for the last four years.

I have had experience of the working of both the sudder distillery and outstill systems.

Drinking has increased since the introduction of the outstill system. I see more people drinking than I used to see five years ago, and people who did not drink before have now taken to drink.

This increase has taken place amongst the labouring classes, but I do not see more drunken people now than I did see five years ago.

There is no increase of drinking among the school-boys, domestic servants, agriculturists and women, but there is an increase among the day-labourers. The only women who drink are those of ill-fame. All my remarks apply only to the town of Mozufferpore, and not to the rural tracts, of which I know little.

People belonging to classes that did not drink before have now acquired the habit of drinking. These are Brahmins, Khatris, Rajputs, Babhans, Agriculturists, and Mahomedans.

The well-to-do classes named above drink imported liquor, and the poorer classes country spirit. The middle classes drink country spirit of the value of four annas to one rupee per quart bottle. About 25 per cent. of these people drink.

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I attribute the increase of drinking among the upper classes to the spread of western civilization, and among the lower to cheapness of liquor. The present prices of liquor enable the people to buy it who could not buy before. Another cause of the increase of drinking among the labouring classes is the facility with which liquor can be obtained, multiplication of shops having brought the liquor almost to every man's door. The weakness of the liquor is also another cause, because it suits the taste and pocket of the consumer.

During the last five years the people were in easy circumstances.

The number of outstills in the interior is even now greater than the number of shops in the last year of the sudder distillery system. I cannot state the difference in number. The number of outstills in the town of Mozufferpore is about one-third of the number of liquor-shops under the sudder distillery system. During the last year (1882-83) the number of outstills was seven in the municipality.

Apprehending that this reduced number would affect the revenue, and also to meet the requirements of the town, I have this year increased the number to nine, and the revenue has increased from Rs. 22,000 to Rs. 27,000.

The five years which preceded the last five years were much more prosperous in this district, but the people were in easy circumstances during the last five years.

The morals of the people here have not been worse.

The cheapest kind of liquor obtainable under the sudder distillery system was two annas a quart bottle; the cheapest kind now obtainable is four pice a quart bottle. I speak as to the town only. I think that the strength of the sudder distillery liquor sold for two annas was stronger than the outstill liquor now obtainable for four pice. I cannot speak of any knowledge of my own. I never tasted the liquor, but I have heard that this is the case.

Statement of Ameer Khan, Inspector of Police of the town of Mozufferpore.

I AM an inhabitant of Durbhunga. I have been in this district as Police Inspector for one and a half years.

I have some knowledge of the sudder distillery and outstill systems.

My impression is that drinking has increased. I see a very much larger number of people drunk now than I saw ten years ago. Drunkenness has been gradually on the increase, and more marked in the last four or five years. This increase of drinking and drunkenness is both in towns and rural tracts. Within the municipality of Mozufferpore 75 or 100 cases of drunkenness are now sent up in the year. This is 25 per cent. higher than what was formerly the case.

I see many drunken men in the rural tracts. This has increased within the last five or six years.

The increase in the town is due partly to the increase in the number of shops selling imported liquor, and partly to the cheapness of country spirits. In rural tracts there are no imported liquor-shops, and the increase is due entirely to the cheapness with which country spirit can be bought and the facilities with which it can be obtained.

The increase in the town is both among the higher and the lower classes. In the rural tracts the higher classes have not been so much affected, but the increase is great among the lower classes.

I have noticed no increase of drinking among the school-boys, hardly any among domestic servants and agriculturists. The increase is almost entirely confined to the labouring classes. In many cases among the labouring classes the families are deprived of the absolute necessaries of life by the bread-winner wasting his wages in the liquor-shop. I can speak from personal experience of the above fact, not only in isolated cases, but several such instances came to my knowledge. I see an increase of drinking, not of drunkenness, among the lower order of women.

The classes who did not drink formerly, *i.e.* five or six years ago, have not acquired the habit of drinking. Formerly the Brahmins and Rajputs, as a class, did not drink, but now many of them have commenced to do so. Those belonging to my own religion, viz. the Mahomedans, not only did not drink formerly, but were strictly forbidden by their religion. They also have commenced to drink within the last five or seven years. Of the classes mentioned above, the well-to-do drink imported liquor, while the poorer drink country spirit. Of the three classes, viz. Brahmins, Rajputs, and Mahomedans, 30 to 35 per cent. drink.

The last five years have been on the whole prosperous. I do not attribute the increase of drinking to this prosperity. It is due in my opinion to the cheapness of liquor and large quantity available.

Under the sudder distillery system the cheapest kind of liquor was sold for 13 luhia pice (equal to two annas) a quart bottle: at present it is sold for four luhia pice, equal to two and a half copper pice.

As far as I have heard, there is no difference in the strength of the liquor sold for 13 pice and that now sold for four pice.

I have not heard of outstill liquor being drugged with dhatura, but I have heard that bakar is used in the process of fermentation, and that without it the strength of the spirit distilled would be less. This bakar is obtained from the Nepal frontier.

During Holi and other Hindu festivals bakar is used more largely to make the liquor more intoxicating.

I do not think there has been either an increase or a decrease in the consumption of tari during the last four or five years. There is no pachwai in this district.

There is no illicit distillation now, but formerly there was under the sudder distillery system. Under the sudder distillery system there was a good deal of smuggling from the Nepal frontier, whence liquor used to be smuggled into this district. This smuggled liquor was habitually drunk in the tract lying between the frontier and a distance of one or two miles. It was brought sometimes as far as 10, 14, and 20 miles from the frontier in small quantities, as seizures have been made at these distances of a single bottle. This smuggling has now entirely ceased owing to cheapness of our outstill liquor.

I know that in town the well-to-do people send materials to outstills to get their liquor distilled. I have not known of any such instances in the rural tract. Liquor can be obtained from outstills after the prescribed hour.

Liquor is supplied on credit, and the debt is often paid in kind; but the system of barter payment after the crops are cut is common in this country.

The working classes suffer from drinking habits in so far as they are often unable to work owing to drink.

I am in favour of reverting to the sudder distillery system. The quantity of liquor smuggled across the Nepal frontier and that illicitly distilled were small. Illicit distillations were made only to supply the increased demand at the Holi and other festivals. It was not generally practised. I see no way of putting a stop to the illicit practices if the sudder distillery system were reintroduced.

Statement of Babu Paramanand, Deputy Inspector of Schools, Mozufferpore.

I AM not an inhabitant of this district, but I have been here for the last four and a half years.

I have not noticed any increase of drinking among the boys of middle class schools and primary schools, of which I have been the Deputy Inspector for the last four and a half years, but I have observed more people drinking now than two or three years ago. I have also observed more drunken people. They are generally the lower order of people, such as Doms, Kahar, Kurmi, Dossadh, Bania, low-class Mahomedans, &c., who have been always in the habit of drinking.

I am of opinion that the increase of drinking is probably due partly to cheapness of liquor and partly to better circumstances of the people.

I have never seen actual drunkenness among the schoolmasters and gurus of the schools mentioned above; but those who belong to drinking classes drink. The higher castes of people, such as Brahmins, Khatris, Babhans Rajputs, and Mahomedans, who were not in the habit of drinking, have not, as a class, now taken to drink, but they prefer imported liquor.

I belong to the Lallah caste. I have tasted the liquor distilled under the sudder distillery as well as under the present outstill system, and found that the latter is inferior in quality to the former of the same value.

I have not heard of any special complaints of the outstill liquor being drugged, nor do I know that the liquor distilled in outstills is more injurious to health than that made in the sudder distillery.

The bottle of country spirit which is now sold for one anna used to be sold during the sudder distillery time for two annas, but the latter was superior in quality.

Under the sudder distillery system several well-to-do people used to manufacture their liquor at home; under the present system they have facilities of getting it made at the outstills, and thus there are now not as many cases of illicit distillations as there were formerly under the sudder distillery system.

There was no liquor procurable during the sudder distillery system under two annas a quart bottle; under the present system liquor can be procured at half that price. The lower orders get drink on the cheaper liquor, because they drink a larger quantity. I know more than one case in which a man who is in the habit of drinking country spirit consumes ten bottles of this cheap outstill liquor and shows no apparent signs of drunkenness. I know of one instance in which twenty bottles of this cheap liquor consumed by one man in the space of twenty-four hours and yet produced no actual drunkenness.

I tested the sudder distillery as well as the outstill liquor in this district. Formerly two bottles of sudder distillery liquor would be sufficient to make an ordinary drinker drunk, while the same man would now require four bottles of the cheapest outstill liquor to make him drunk. The quality of liquor that you can now purchase for two annas a bottle from an outstill is such that it would require more than one and a half, nearly two, bottles to make a man drunk.

Statement of Baboo Nand Lall, Zemindar, pergunnah Saraisa, district Mozufferpore.

I AM an inhabitant of this district. I have some knowledge of the working of the sudder distillery and outstill systems.

There has been an increase of drinking generally during the last ten years, especially among the higher orders of the people, who drink imported liquor. At present there are

Mozufferpore. 10 or 12 shops for the sale of imported liquor, while formerly there was only one shop in this town. The increase is not so much among the consumers of country spirit as among those of imported liquor. I speak this from personal observation. There is no marked increase of drinking among the lower orders of the people.

I am not aware of any increase of drinking among school-boys, domestic servants, agriculturists, and women. The day-labourers all drink; they do not drink when they are at work, but drink when they get rest from work. They do not drink more than they did before. They drink as usual.

I do not think that any people who did not drink under the sudder distillery system have now taken to the habit of drinking. Some of the classes may have taken to drinking country spirit, but not to my knowledge.

I ascribe the increase of drinking among the higher classes to example and to the Government not punishing transgression of religious injunctions, and to the introduction of imported liquor.

The last five years have been generally prosperous. There were good crops, and all classes of ryots were benefited. The prosperity of these classes gave work to the labourers; but the increased wages of the labourers have not bettered their position, because food-grains and other necessaries are dearer than they used to be. Therefore the good harvests have not affected the consumption of liquor.

I do not know the retail prices of spirits sold now and under the sudder distillery system.

I have not heard anything about drugging of outstill liquor.

I think the consumption of tari has increased. I charge the same rate of rent per tari-tree as before, but my receipts have slightly decreased and not increased. All my trees are not taken by the passees, but there is now a larger number of trees.

It is the general practice of the well-to-do people accustomed to drink to send their materials to the outstills to get their liquor manufactured.

I hear that liquor is sold in exchange for grain and other things including ornaments and clothes: it is also sold on credit. I consider selling on credit very mischievous. I would make it illegal and penal.

Statement of Durga Saha, Kalwar.

I HAVE been a distiller for the last 21 years under the sudder distillery and the outstill systems. When first the former system was introduced, we used to distil a dokani spirit by mixing three gallons of kusmore with three gallons of water, and sold this at the rate of 12 takas = 2½ annas the bottle. When the hydrometer was used and the licensing of shops introduced, we weakened the liquor by drawing six gallons kusmore instead of three, and mixing it with the three gallons of water. We did not mix more water because our customers would not take a very weak spirit. The spirit made after the first three gallons is sour, and we used not to draw it at first; but when the hydrometer test and license sales were introduced, we had to take the larger quantity of inferior spirit. We now mix six gallons of liquor with six gallons of water, and have reduced the price to half. We sell very much more now to labourers and people who could not afford to buy when the price was higher. The requisite quantity and half a bottle of stronger spirit is not the same to them as one bottle of weaker spirit. During the sudder distillery period we used not to make weak spirit on account of its carriage.

Statement of W. B. Hudson, Esq., General Secretary, Behar Indigo Planters' Association.

THE upshot of the enquiries I have made amongst the planters, and of my personal observations during a residence of 20 years, is that drunkenness has greatly increased during the last few years. I attribute this principally to the fact that twenty years ago, and up to a few years past, it cost a man four annas to get drunk on spirit. Now he can make himself dead drunk, *thik nissa*, as it has been expressed to me by a "habitual," for *one anna*.

Also by the fact that whereas it used to be most difficult to get spirits anywhere except at the distilleries, it can now be procured within reach of nearly every hamlet.

I do not know how to account for this: I only know that it is a fact.

I remember about 15 years ago, whenever I wished to give my *dhangars* (vat-beating coolies) a treat in bad weather, I had the greatest difficulty in getting spirit at all. In some cases I have reason to suspect it was smuggled in from Nepal. Now, on the contrary, a few pice each given to the men themselves is all that is found necessary.

It is not necessary for me to give my opinion as to the effect on the people of this province. It is needless to ask what the effect will be on people (who only drink to get *dead drunk* if possible) of placing the means of intoxication within their reach. Government is at the present moment placing it within the reach of every man, however poor, to *contract the habit of drinking*. This should not be.

I feel quite sure that if the evil that is being most certainly wrought, and the consequent suffering to whole families, were brought home to Government, no consideration would stand in the way of a remedy being applied, and I trust this will be the result of the labours of the Commission.

DISTRICT DURBHUNGA.

Statement of C. Faulder, Esq., Sub-Divisional Officer of Madhubanee.

I AM not an inhabitant of the district, but have been resident in it since November 1880.

I have had no particular experience of the sudder distillery system, but a good deal of the outstill system, both here and in the Patna district in 1879-80. The system has been worked on a very different principle in this district and in Patna. In Patna little was apparently thought of except the increase of the revenue. In this district care has been taken to prevent an inordinate growth in the number of outstills. In Patna the outstills were about 2 miles apart only; here they are at least 8 or 10 miles apart. The result was that in Patna it was impossible to travel along the roads without meeting drunken men; here such a thing is never seen. I think there are a larger number of drinking castes in Patna, but, on the other hand, whereas Patna is a remarkably dry district, this is a damp Terai sub-division, where drink in moderation is desirable. I have no doubt that if we opened five times as many shops as we have they would all fetch good prices in a year or two. Whenever a new shop is opened it at once realizes a good income. My opinion is that this can only be accounted for by the explanation that the new supply has created a new demand by taking liquor within reach of a new set of people and teaching them to drink. People living five miles from an outstill are not likely to visit it often, whereas if they get an outstill in their village they soon acquire the habit. Casual drinkers living far from outstills become regular drinkers when an outstill is opened near them.

I think there has been some increase of drinking in the last 10 years. The introduction of the outstill system must have led to some increase, and the increase in the revenue from outstills indicates an increase of drinking. This has only been small of late years, the monthly fees having risen from Rs. 1,429 in 1880 to Rs. 1,565 in 1883 only. The increase has been among the low castes and Mahomedans. Country spirits can now be had much cheaper than under the old system, which has also led to increase in drinking.

There has, I am told, been some increase of drinking among school-boys. There has been an increase among domestic servants and day-labourers, and among the women of the lower castes.

New classes of people have taken to drinking since the outstill system was introduced who never drank before. The richer Mahomedans have taken to it and also the Brahmins.

The last five years have been prosperous. The prosperity has kept up the excise revenue, but not materially increased it.

I do not know what were the exact retail prices under the sudder distillery system, but they were much higher than present prices. At outstills the prices are in Madhubanee town 2 annas, 4 annas, 8 annas, or Re. 1, according to strength. In the mofussil the prices are 8 luhia pice, 4 annas, and 8 annas. In this district the prices of mohwa are Rs. 2-8 per pucca maund, of choa Rs. 2 per maund.

I think the liquor distilled is as a rule wholesome and properly made. I never heard of its adulteration with dhatura or other poisonous substances. I am told that a custom is common of smoking the vessels used for distillation with dhatura and tobacco, which increases the strength of the liquor.

I think the consumption of tari has diminished since the introduction of the outstill system, in much the same proportion as that of country spirits has been increased; that is to say, not to any serious extent. The people who take spirits on the opening of an outstill are generally those who used to drink tari before. The tari revenue now-a-days shows no tendency to expand. A man can now get drunk on 2 annas worth of spirits, whereas it takes 4 annas worth of tari to produce the same effect. This has led to the substitution of spirits for tari with many people.

I do not think there is any illicit distillation carried on. There is, no doubt, a great deal of illicit import of country spirits from Nepal where, owing to the low excise duties imposed by the Nepalese Government (Re. 1 per month per outstill), country spirits can be bought very cheap (4 luhia pice per bottle). Nepal liquor finds its way sometimes 10 miles south of the frontier, and its importation makes it difficult to get bids for our outstills near the frontier.

The outstill system has led to an increase of drinking among the richer Mahomedans and among Brahmins, and also among the amlah class. Imported spirits have not been introduced in the sub-division as yet at all.

I fancy liquor can often be obtained from shops after closing time by friends of the outstill-holder.

The outstill-holders do no doubt supply liquor in exchange for grain, ornaments, bottles, &c., but they never of course admit it, or show it in their accounts, and they take care to avoid detection. I believe they sell on credit to persons they know, and to men in authority, such as chaprasis and other low-grade public servants, and domestic servants of influential people.

Drinking has not become so general in any class as to injure its material prosperity as a class. Individuals of course suffer from excess of drinking, whether of country spirits or tari. The effects of country spirits are worse, but I have known plenty of cases of people injuring themselves by drinking tari.

Durbhunga.

I think the present system of outstills is the best if properly worked, and if the number of outstills be rigorously kept down. In this district the outstills do no harm. The sudder distillery system is cumbrous and inconvenient to all connected with it, whether the excise department, the distillers, or the public. Under it, too, I think there must be more illicit distillation. There is no illicit distillation in this district, and the smuggling from Nepal is unavoidable. As to local bodies there are none in existence likely to take an intelligent interest in excise matters, nor have I any hope that there will be for many years.

Statement of Munshi Kuldip Narain, Sub-Manager in the Durbhanga Raj.

I AM not an inhabitant of the Durbhunga district. However, I have resided in it since 1876.

I have some experience of the working of the sudder distillery and the outstill systems. The former was under seer management, with every care to prevent the opening of several retail shops in the mofussil and the issuing of fresh liquor immediately after being distilled, and there was also the use of hydrometer and thermometer to test the heat as well as strength of the liquor. The latter is quite different from the former. The vendor in this system is at liberty to sell the liquor just after it is taken out of the stills.

Drinking has certainly increased since the introduction of the outstill system. The chief reason of this is that the liquor is procurable at a cheaper rate than it was in the time of the sudder distillery. The drinking was diminished only between the years 1876 to 1878, when the price of liquor was high owing to the use of the hydrometer, and not previous to that year, though the system of sudder distillery was in force. Drinking has increased among the people of the lower classes, such as coolies, day-labourers, menial servants, petty agriculturists and others to an extent of 30 per cent. now in comparison with what prevailed in the sudder distillery system.

The increase of the consumption of the liquor among school-boys is not so marked, but it is very great among day-labourers, domestic servants, women, and agriculturists.

The very cheap rate at which liquor is obtainable, and the ease with which it can be got everywhere, induce the people of the lower classes, such as labourers, carpenters, shop-keepers, dealers, beggars, &c., to drink now, while under the previous system they, owing to their poverty, could not afford to do so.

There has been a great increase of drunkenness, the chief reason of which is the introduction of the present outstill system, whereby the price of the liquor has become very cheap.

The year being prosperous is not the reason of the increment of consumption of liquor, but the low price, and that it can be had within the distance of five miles from every village.

Under the sudder distillery system the price of the lowest kind of liquor was 2 annas a bottle, and others 4 annas, 8 annas, and 1 rupee a bottle, the last being of the best quality; and now under the outstill system the lowest rate is 6 pice a bottle, 9 pice, 2 annas, 4 annas, and 8 annas being the other rates.

The liquor formerly consumed by the people who could afford to drink was of course stronger than it is now.

The liquor distilled in the outstill system has been more injurious to the health than that distilled in the sudder distilleries, as now-a-days the vendors distil more of the choa, while in the sudder distillery system there was a fixed quantity to be mixed with mohwa; besides, there is no check on the use of water, or in fermenting other substances of the would-be liquors. Moreover, the issue of fresh hot liquor soon causes the people to be laid up with fever, headache, cold, &c. I hear dhatura and other poisonous substances are sometimes used in the preparation of liquors.

The consumption of tari has not diminished, because it is procurable in abundance in the months of March, April, and May only, when the consumption of spirituous liquors is diminished, as the price of tari is lower than that of the liquor.

Before the introduction of the present outstill system many cases of illicit distillation were heard of, the reason of which was the high price of the liquor, and that the people in the interior could not get it easily; but illicit distillation has entirely disappeared because the liquor is sold at a low price and outstill shops have been opened at every five or six miles.

Zemindars or other people of the richer classes get liquor manufactured from the materials they supply to the vendors chiefly at festival times.

There has been no increase of drinking among the upper classes of people of this district, as most of them are Brahmins, who do not drink at all. In towns and large villages some people of the upper classes use imported liquors. Liquors are not generally obtained from the outstills during the hours when they are closed, but the vendors can supply those with whom they have friendship or relation.

Liquor is not sold in exchange for grain or ornaments, but sometimes the vendors, finding their customers in arrear, take payment in grain, but they rarely sell on credit for fear of loss.

The general morality has greatly suffered from the use of liquor now-a-days. Adultery, theft, disposing of property to procure liquors, have increased. In short, the morality of the consumers of the lower classes is nearly all destroyed.

I do not find the material prosperity of the upper classes has been injuriously affected in this district by the habit of drinking. However, the people of the lower classes drink more than three-fourths of the daily wages they earn by hard labour. Servants and agriculturists generally give up their household affairs and get drunk. They generally take country liquor.

I should advise the reintroduction of the sudder distillery system, which has been lately abolished; but if the improvement of the outstill system be desired, I suggest that there should be a proper check upon the working of the system, and sites selected for shops should be nearer to police-stations than now.

Statement of Sub-Manager of Raj Durbhunga.

I HAVE been in the North Bhagulpore district for 20 years, and latterly three years in Tirhoot.

I have no experience of the working of the sudder distillery or outstill system. I think drinking has increased within the last 10 years. The reason is that liquor can now be had at a very cheap rate. Drinking has increased amongst the poorer classes. I have no means of stating its extent.

I think that drinking has increased amongst domestic servants, and believe that day-labourers of the lower castes, such as Dossadhs, Chamars and others, do drink now more than they did. I cannot say anything about school-boys and women, but I think agriculturists do not indulge in liquor. I have no means of quoting anyfigures to show to what extent the drinking prevails.

I am of opinion that many people who did not frequent the sudder distillery have now acquired the habit of drinking because they have had the means brought much nearer them, and I consider that the low-caste people, such as Dosads, Chamars, and others, are affected.

I attribute the increase in drunkenness to the fact of the liquor being so much cheaper, and to its being brought so much nearer the persons' homes.

I consider that the last five years have been fairly prosperous. I cannot say if the consumption of liquor has thereby been influenced.

I am told that formerly liquor was sold at one rupee, twelve annas, and eight annas per bottle, and now it can be had at eight annas, four annas, and two annas per bottle, but is weaker. I cannot vouch for the prices either now or formerly being correctly given me. The liquor under the old system of working was stronger.

I do not know that the consumption of tari and pachwai has decreased. I do not think it has really.

Formerly in North Bhagulpore the Nepalese residents in the district used to distil spirits illicitly. I cannot say if they have ceased to do so or not.

It is reported that the zemindars and other people of the richer classes do get their liquor manufactured at stills from materials supplied by them, but I cannot vouch for the truth of the statement.

Rumour goes that liquor can be obtained from outstills at any hour.

The outstill-holders are said to exchange liquor for grain, ornaments, &c., and very frequently sell on credit. This I know is a fact from having had many complaints made to me for accounts due by my servants and others under me.

I have not enquired whether the material prosperity of any class of people has been affected by drinking, and cannot state anything.

I have not experience enough to reply satisfactorily to these questions, but in a few words I would say abolish the outstill system and return to the old system.

DISTRICT SARUN.

Statement of H. Lee, Esq., Joint-Magistrate and Deputy Collector, Chupra.

I HAVE been in this district as Joint-Magistrate and Deputy Collector since November 1881, and have been in charge of the Excise Department of the district generally, and especially of the sudder sub-division since February 1882. Immediately before, I had been in charge of the Excise Department at the 24-Pergunnahs.

Having heard certain statements while at Bhagulpore against the outstill system, I came here biassed against that system.

Sarun.

I noted in my diaries every case of drunkenness I met in the mofussil (*i.e.* outside the towns of Chupra and Revilgunge) in the course of my cold-weather tours, which extended over 40 days between 29th December 1881 and 13th February 1882, 78 days between 16th November 1882 and 1st March 1883, and 29 days from 16th November 1883 up to date.

On the 17th November 1882 I noted that "I visited the Dumri outstill in the evening and found it full of travellers on their way to Sonepore, chatting and drinking, but quite orderly. But on the 12th December I visited the Dumri, and afterwards the Dowrigunge outstills. This is the second time this month I have visited the former, and each time I have found a crowd of wayfarers drinking there. This time two of the men seemed drunk.

On the 30th December 1882 I entered that at Manjhi. "I saw a man lying at his doorway dead-drunk—the first prostrate drunkard that I have noticed in Behar."

On the 16th November 1883 I stopped at the Khairah outstill. There were 40 men and three boys drinking at 5-30 p.m. One of the men was distinctly drunk; he was a Gunt by caste and snake-charmer by trade. On the 19th November 1883, when examining the chowkidars, I found one so drunk that he could not walk. He was the first chowkidar whom I have seen drunk. On one occasion one of my chaprasis got drunk in camp, and a few days later my bhisti got garrulously and quarrelsomely tipsy. The landless classes and domestic servants are the chief drinking classes. Thus in a village where there was an outstill formerly, maliks and cultivators whom I found gathered round a threshing-floor on 27th December 1882 were glad that the outstill had been removed.

I disagree with those who think that drinkers of outstill liquor ordinarily drink *in order to get drunk.*

At Sonepore fair, where some thirty thousand people assemble, there were, in 1882, 77 persons prosecuted in nuisance cases and four in others; but there was no case of drunkenness prosecuted, though there were extra police and a Magistrate holding daily court on the spot, and though there were one permanent outstill, two temporary outstills open at Sonepore, and three other outstills within two miles. Similarly, at the Sonepore fair in 1883 there were 28 nuisance and 8 other cases prosecuted, but no case of drunkenness. The number of permanent outstills near Sonepore was less by one this year.

Again at the fair at Revilgunge in November 1883 some twelve thousand people assembled. There was one outstill on the spot, and one within a mile. No case of drunkenness was brought up, though I held court at Revilgunge on purpose to try cases of any sort that might arise in the fair. The only cases brought up were two nuisance cases.

Before drafting last year's Exise Administration Report for this district, I got 14 bottles of different kinds of outstill liquor, and sent them to the Civil Surgeon, Dr. Russell, to be tested. The subjoined table shows the result—

Number.	Still.	Kind.	Price.	Civil Surgeon's Remarks.
			A. P.	
1	Manjhi	Khassia	0 9	92° below proof. A man accustomed to drink might take four bottles without getting intoxicated.
2	Semeria	Ditto	0 9	Ditto ditto ditto.
3	Tajpur	Ditto	0 9	Ditto ditto ditto.
4	Revilgunge	Ditto	0 9	93° below proof. 4½ bottles might be swallowed with impunity by a well-seasoned cask.
5	Raipura	Ditto	1 0	92° ditto, 4 ditto ditto ditto.
6	Gurkha	Ditto	1 3	92° ditto, 4 ditto ditto ditto.
7	Semeria	Dobara	1 3	88° ditto, 3 ditto ditto ditto.
8	Revilgunge	Ditto	1 3	88° ditto, 3 ditto ditto ditto.
9	Raipura	Ditto	2 0	86° ditto, 2 ditto ditto ditto.
10	Gurkha	Ditto	2 0	84° ditto, 2 ditto ditto ditto.
11	Revilgunge	Chowania	3 0	70° ditto, 1 bottle ditto ditto.
12	Raipura	Ditto	4 0	70 ditto, 1 ditto ditto ditto.
13	Gurkha	Ditto	4 0	70° ditto, 1 ditto ditto ditto.
14	Revilgunge	Attania	6 6	42° ditto, ½ ditto ditto ditto. Highly coloured.

CHARLES RUSSELL, M.D.

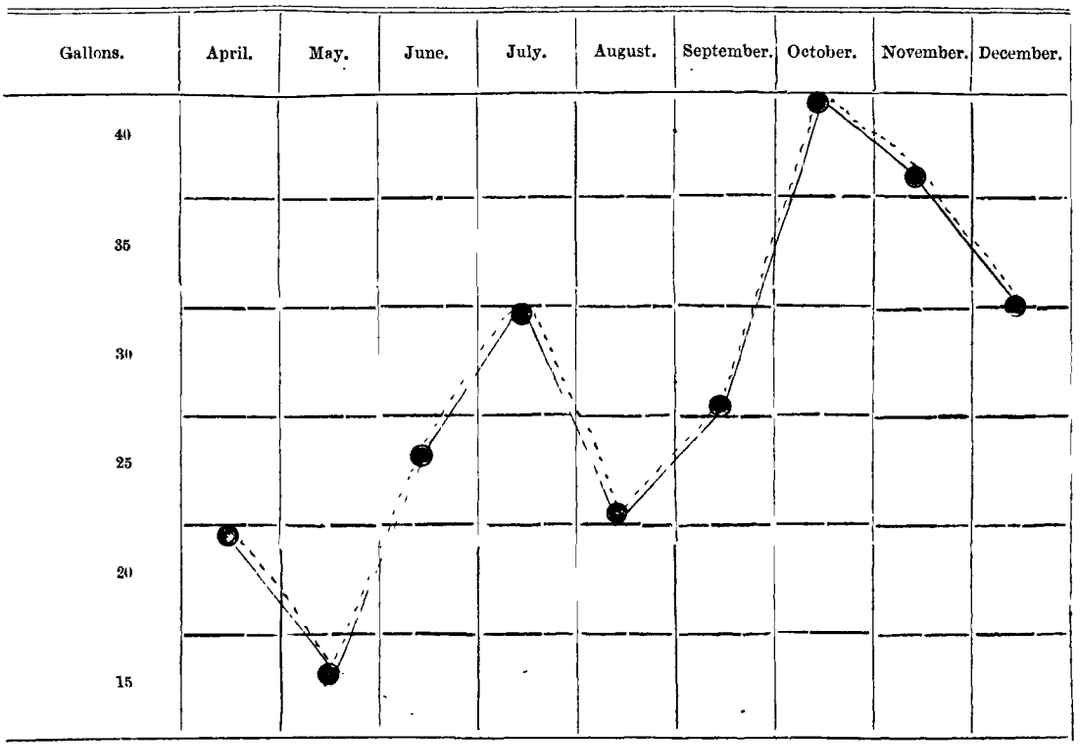
As to revenue, the number of licenses for country spirits has of late decreased, but the revenue increased. The revenue for tari has been also steadily increasing in this district, whilst the number of licenses has been steadily diminishing. The increase seems to be due more to growing wealth and careful administration than to the outstill system. It is certain that much more liquor is drunk now than a few years ago, but it is apparent that the drinking classes can afford to spend more in liquor. Look at the tari. Palm-trees are getting fewer and fewer, and maliks are charging higher and higher rents for their trees, but the passees, who never had any margin of profit to draw upon, are enabled to pay higher and higher bids for their licenses. No other explanation is possible than that the people spend more for what tari the passees can manufacture. Similarly with ganja. The duty has been raised, and even less of the drug has been taken out of the Government godowns, but the vendors find it worth their while to pay higher sums for monopolies to sell. This can only mean that they get more out of their customers than they used to.

I have said that much more outstill liquor is drunk now than was drunk a few years ago. This statement is partly a deduction that I draw from the registers that I have

examined at outstills in the course of my last three cold-weather tours. I consider the figures given in those registers to be worthless as regards absolute quantities, but of value as regards fluctuations. Thus I have drawn three diagrams showing the fluctuations that these registers would indicate as having taken place from month to month in the years 1881, 1882, and 1883 in the outstills whose registers I examined. *Sarun.*

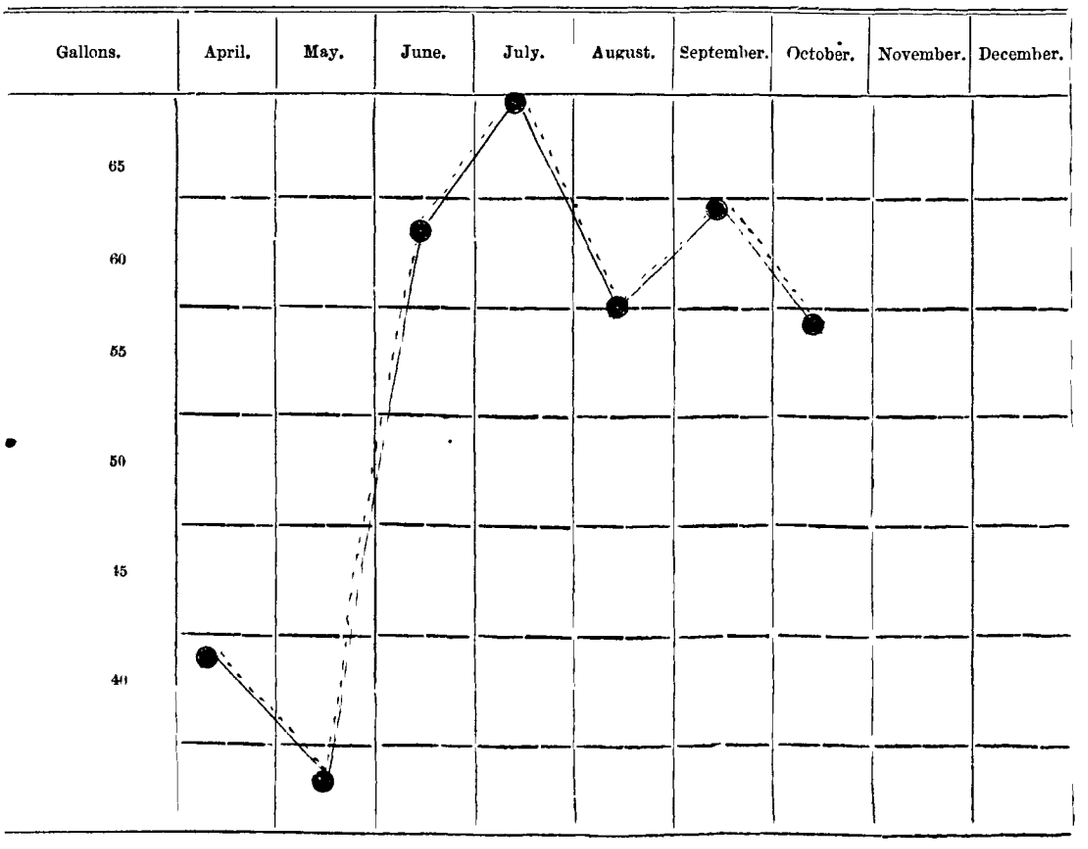
1881.

Seven shops examined.



1882.

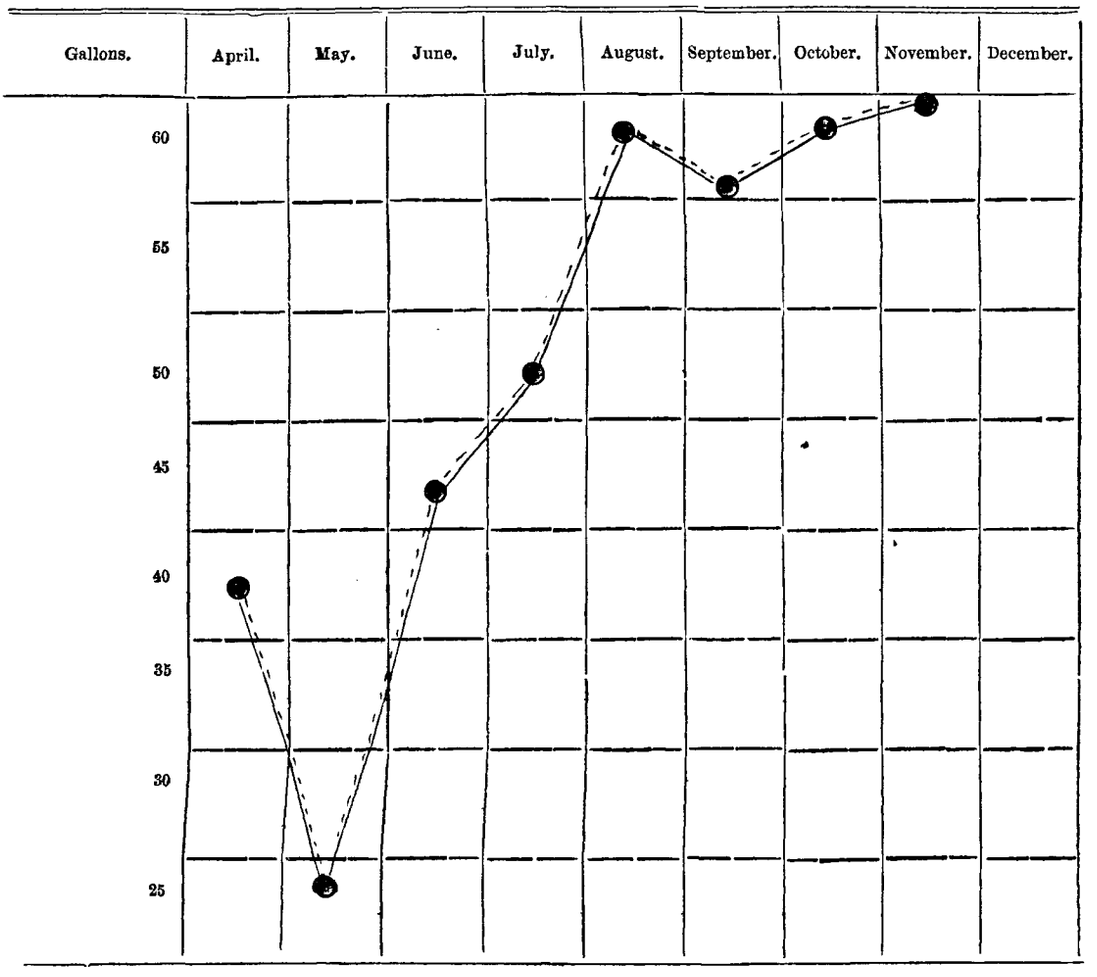
Four shops examined.



Sarun.

1883.

Seven shops examined.



Quotation from Mr. Lee's Diary.

The fluctuations entered in the Paiganpore register are—

Months.			Number of gallons sold.	Daily average.
April	1883	... ...	1,240	41
May	,,	... ...	513	16½
June	,,	... ...	1,258	41¾
July	,,	... ...	1,399	45
August	,,	... ...	1,663	53½
September	,,	... ...	1,666	55½
October	,,	... ...	1,960	63
November	,, (up to 19th)	... ...	1,027	54
				46

The correct averages, then, for Sarun for the five years, 1868 to 1872, are to two places of decimals (except for November) :—

	January.	February.	March.	April.	May.	June.	July.	August.	September.	October.	November.	December.
	·57	·84	·31	·49	1·80	7·45	10·21	10·14	11·75	3·06	·006	·12
And not ...	·96	1·05	·39	·49	1·80	7·45	10·21	10·14	11·75	3·82	·3	·63

The Vendor's Register states the average daily falls since April to have been 34 gallons, thus—

April.	May.	June.	July.	August.	September.	October.	November.
Gallons.	Gallons.	Gallons.	Gallons.	Gallons.	Gallons.	Gallons.	Gallons.
32	23	33	36	36½	36¾	37¼	37

Though vendors do not enter in these registers the quantity of liquor they actually sell, I think it highly probable that they enter more when they sell more, and less when they sell less; and these diagrams, so far as they go, corroborate this view. Seeing, then, that I find that a good deal more is entered in the registers of most shops as sold now than formerly, I conclude that a good deal more is actually sold.

Suggestions.—I would continue the existing outstill system, but would restrict the capacity of stills and thin out the shops with great care. I would at the same time remove all restrictions as to the hours of distillation in villages. Though the number of shops has been reduced in Sarun during the last two years from 222 to 143, I would reduce them yet more to about 100, more or less, chiefly in the Sewan and Gopalgunge sub-divisions, where the thinning out has not been so marked as in the sudder sub-division, which has been in my special charge.

I would have outstills at reasonable distances on the main roads. As a rule, I would not have outstills within four miles from each other on the main road. Where the road runs along the river bank, shops may come in within 2½ miles from each other. As to rural sites, I would have outstills about 100 yards from the nearest basti.

I would restrict the hours for the keeping open of shops for the sale of liquor. In all places I would close shops for the sale of liquor at sunset. In fairs I would keep them open up to 9 p.m. I would allow drinking on the premises. Distillation would accordingly go on in villages at night time, as it doubtless does now. But in India, as elsewhere, agriculturists go early to bed, and there is little drinking in the outstill at night time. Thinking it a mistake to make a rule that is sure to be frequently broken, I would not limit the hours of distillation in villages, though the rule about stopping sales at sunset might stand. In towns, one can enforce more stringent rules, and perhaps it would be well to close stills in towns altogether at sunset.

I have never heard of drugging liquor in this district, and I do not believe that it exists here.

Statement of Baboo Taraprasad Mookerjee, Vakeel and Vice-Chairman of the Revilgunge Municipality.

I AM an inhabitant of this district. I have no personal experience of the sudder distillery or outstill system.

My impression is that drinking has increased during the last ten years. I see now more people sitting by the public roads and drinking than a few years ago. Petty thefts and assaults have also increased now, and a greater number of drunken people are concerned in them.

The increase of drinking has taken place among the lower classes of people. My opinion is that it has taken place to a great extent, but I cannot give any grounds for my opinion.

There has been some increase among the domestic servants, but not to a great extent. Of the agricultural classes there has been no increase of drinking among the higher castes, but among the lower there has been an increase. I have observed Dom and Chamar women drinking, and no others.

I ascribe the increase of drinking (1) to facilities of getting liquor and (2) to increased wages of labour. I consider that there are more shops and they are close together. The number of shops has been lately reduced, but even now I think there are more shops. At Revilgunge there were six or seven shops in 1880, and now there are only two. I do not know how many there were ten years ago.

From the fact of my being Vice-Chairman of the Revilgunge Municipality, I have special opportunity of observing trade, and I have seen a marked falling off during the last three years, but the agricultural classes were prosperous until this year. I cannot say whether the falling off of trade or the prosperous condition of the agricultural classes has affected the consumption of liquor.

I have not heard that the liquor distilled in outstills is drugged with dhatura. I do not think that the consumption of tari is decreasing or increasing. I have not known any cases in which materials were sent to outstills for the manufacture of country spirits, but I have known instances in which orders were sent to make particular sorts of spirits. This is done by the zemindars and the rich.

Well-to-do people generally prefer drinking imported liquor. People can get liquor after the precluded hours, particularly at festival times.

The liquor is sometimes sold in exchange for grain and ornaments. I have heard that stolen articles have been taken in exchange for liquor, but no cases came before the courts, and I cannot mention any specific instances. It is a custom here, especially in villages, to barter one sort of goods for another.

Sarun.

I think the old sudder distillery system is preferable to the present outstill system, but as a matter of fact I do not feel myself competent to give any opinion on the subject.

I think the position of shops in Revilgunge is objectionable, being on the main street of the place. The neighbours complain of the smell of the liquor and of the congregation of the people drinking there. They look upon it as a nuisance. No formal representation has been made on the subject to the Excise authorities. I have also heard complaints made of the situation of Telpa outstill at Chupra as being on the road to a ghât where people go to bathe. I think where there are municipalities the Municipal Commissioners should be entrusted with the selection of sites of liquor-shops. In the interior an excise committee might be formed for the selection of sites. This committee might be formed from the road-cess committee.

Statement of Shaik Kasim Ali, Inspector of Police, Chupra.

I AM not an inhabitant of this district. I was an Inspector of Police in this district from 1872 to 1877, then transferred to the Chittagong Hill Tracts, and after five years I have come here since the last seven months.

I find that more people are drinking and get drunk now than when I was here in 1872 to 1877. The classes who drink are low-caste men. Those classes of people who did not drink before have not taken to the habit of drinking.

The increase of drunkenness is due to the cheapness of the liquor, and the cheapness of the liquor is due to the cheapness of the materials for manufacturing country spirits. Under the sudder distillery system the retail prices of liquor were raised by duty levied per gallon. Now an outstiller can make as much as he likes for the monthly tax. The liquor now sold for three or four pice is stronger than that sold for seven or eight pice under the sudder distillery system.

I have never heard that dhatura is used in making the liquor, but I have heard that it is used in adulterating tari. I never heard while I was in charge of the Sasseram Police division of any adulteration of this kind regarding country spirits.

During the sudder distillery system there was some illicit distillation detected. It is very difficult to detect such cases.

Statement of Mr. Arthur Laceley Harman, Manager, Jatpore Indigo Factory, Chupra.

I HAVE been in this district for the last ten years.

I have no practical experience of the sudder or outstill system, but I know generally what they are.

In my opinion drinking has increased during the last five years. It has been gradually increasing, and is now very bad, as I notice more actual drunkenness than five years ago. I have several villages farmed out to me, and constantly take labourers from them. I have found men come to their work under the influence of liquor. In some cases they had to absent themselves because they were too drunk to work. I have noticed also that my domestic servants are more often drunk than they were five years ago. In one case a year ago a syce of mine, while under the influence of liquor on his way back from the dauk, picked up four other syces who had deen drinking at an outstill and drove back towards my house incapable of managing the horse. He upset the cart, and one of the men on the cart was killed by the accident.

The increase of drinking amongst domestic servants noticed by me is not only in those castes or particular servants that were in the habit of drinking before. I find now that all servants, whether Mahomedan or otherwise, have taken to drinking, and often drink to excess. In my opinion this increase is due entirely to the facilities with which these men can obtain liquor. It is not only cheap, but it can be had at their doors. The nearest outstill is about a mile from my house, and under the sudder distillery system the nearest liquor shop was about five miles, at Ekna.

The drinking has specially increased among Noonias, Kahars, Dosads, and Chamars. These people almost all occupy some land. The inhabitants of the villages I hold in farm obtain their livelihood chiefly by extracting the saltpetre from the earth. They sell this to the refiner, and spend the proceeds at the liquor-shop, which is situated conveniently close.

I have noticed no increase of drinking among the school-boys. I have noticed, however, an increase of drinking and drunkenness among the women of the castes mentioned above.

I have not noticed that classes or castes that did not drink before drink now; but of those classes and castes that used to drink before, I notice an increase not only in the number who now drink, but the quantity consumed by each individual is now greater than it was formerly under the sudder distillery system.

The increase of drinking and drunkenness noticed by me is in my opinion due entirely to the cheapness with which liquor can be obtained and the facilities in getting it.

The last five years have been prosperous in this district. To a certain extent this prosperity has affected the consumption of liquor—the more money they have the more liquor they will buy.

I am unable to give the retail prices of liquor under the sudder distillery system; I can only state the current prices—8 annas, 4 annas, and 3 pice a bottle.

I cannot say whether the liquor now sold is stronger than that sold under the sudder distillery system.

I have been told that all sorts of things are put into the liquor to increase its intoxicating power chiefly, but I do not know what these things are. I learnt this two years ago, when I made enquiries in consequence of increase of drunkenness among my servants and coolies. I have not heard that this has been done particularly at festival times.

The tari consumption has not been diminished by the outstill system. During the tari season the people prefer drinking the tari because it is cheaper. As it is not so intoxicating as liquor, there is consequently less drunkenness.

There is no drinking among the higher caste in my part of the district.

I do not know whether liquor can be obtained during the forbidden hours.

The outstill-holder used to take stolen property from the Mughya Doms in exchange for liquor. These Doms have now stopped thieving in my part of the district, because the police watch them more closely. The liquor is sold on credit. The Noonias seem to be much poorer now than they were some years ago. I ascribe this to the habit of drinking. I do not think that the present saltpetre regulation has anything to do with them.

I consider that the selling price of liquor should be raised so high as to deter poorer classes drinking it. Some means should be employed to prevent mixture of deleterious substances, and the facilities of obtaining it should be lessened.

Statement of the Revd. Mr. Nowack, G. E. L. Missionary.

I HAVE been six years in this district. Before this I was at Ranchee and Gazeepore.

I do not know the real difference between the sudder distillery and outstill systems, but I have a general idea that the fomer system was more under the control of Government.

I cannot say whether the people here drink more than the people in Chota Nagpore, where I was engaged on school duty, as I had not much opportunity of observing. The people here drink very much, but I cannot say whether they drink more than they did when I first came here. I mean both drinking and drunkenness are prevalent. The people who drink are of low castes, such as Dossadhs, Chamars, and low-class Mussulmans. I see no drinking among the school-boys. I cannot say that there is an increase of drinking among the domestic servants. I have heard that women of some castes do not go to the outstill, but drink at home.

I have been told that the great prevalance of drinking in this district is due to the cheapness of liquor.

I have been told that the spirit was dearer under the former sudder distillery system. The price, I hear, of the lowest kind of spirit is four pice in Chupra and three pice (Goruckpuri) in the interior. I do not recollect precisely what the old price was, but I think it was somewhat less than two annas. I do not know whether the liquor now sold is stronger than what was sold under the sudder distillery system, but I have heard that the liquor found in some shops is stronger than in others. I have heard that the people go to outstills where they get stronger liquor.

I have heard that Kalals use dhatura to make the liquor intoxicating. I have also heard that a kind of grass is used for the same purpose, it is khyri (tobacco leaf).

There is an outstill near the Mission-house, which is a nuisance to me personally. The smell is disagreeable. My neighbours also complain of this, but no complaint of this has been made to the authorities.

One drunken man interrupted me when preaching at Manjee, but it is generally inconvenient when preaching near an outstill. On market-days I have observed more drinkers. I noticed less drunkenness in mêlas (fairs.)

I have some 20 or 30 Christians under my charge; some of them drink.

DISTRICT CHUMPARUN.

statement of Mr. C. F. Worsley, Officiating Collector of Chumparun.

I HAVE resided in this district for the last two months, holding the office of District Magistrate. I also held the same appointment here for three months in 1870.

I have had experience of the working of both the sudder distillery and outstill systems as Sub-divisional Officer of Sewan in Sarun for 19 months in 1864–66, and as District Officer of Patna, Sarun, Monghyr, and Chumparun for short periods, and of Tirhoot and Mozufferpore districts for rather more than 9½ years.

In stating the following, I must be understood to be guided mainly by the experience which I gained as District Officer of Tirhoot or Mozufferpore.

I have *seen* nothing myself to make me believe that drinking has increased during the last ten years, but a comparison of the figures obtained from outstill-holders with the figures (notoriously untrustworthy) supplied by sudder distilleries shows that there must have been a large increase of drinking during that period. I cannot specify any classes among whom the increase has taken place, or its extent.

No facts have come before me that would enable me to state one way or the other that drinking has increased among school-boys, domestic servants, agriculturists, day-labourers and women.

The last five years have on the whole been prosperous. Beyond the fact mentioned above, and the steady increase of the revenue under the outstill system (which may be due either

Chumparun.

to the tendency of profits to a minimum or to increased consumption, or partly to each cause), I can adduce nothing to show whether increase of prosperity has affected the consumption of liquor or not. It is probable that it has done so.

It is notorious that retail vendors mixed water with spirit after being passed out from distilleries. I have no reason to think that the liquor distilled in outstills is more injurious to health than the sudder distillery liquor.

Pachwai is unknown here. The tari revenue has, I believe, steadily increased, either from tendency of profits to a minimum or from increased consumption, or partly from each cause.

I am not aware of the existence of any evils, or of any necessity at present for limiting the consumption of country spirits. I would not substitute any system for the present one, nor can I suggest any improvement. I do not recommend that any local bodies should be entrusted with power of control. All that is necessary is that district officers should be careful not to locate outstills in places where large numbers of labourers are regularly employed, who might be tempted to resort to them during working hours.

I strongly advocated the introduction of the outstill system in two paragraphs of my Administration Report of Mozufferpore district for the year 1876-77, and I adhere to the views expressed therein.

Statement of Mr. D. Cameron, Joint-Magistrate, Bettiah Sub-Division, District Chumparun.

I HAVE been resident in this district upwards of four years.

I have very little experience of sudder distillery system; four years of outstill system.

Drinking has increased in this district, chiefly because it is so much cheaper and more easily procurable than formerly. Drinking has increased among (1) the labouring population; (2) lower class Mahomedans, who formerly drank tari; and (3) domestic servants of European residents.

Drinking has not increased among school-boys, nor to any appreciable extent among agriculturists, except perhaps among the poorer classes of them. It has increased among day-labourers, perhaps to the extent of five to ten times the quantity formerly drank by them. But it has not increased among women, the Dom women excepted.

I believe that many people of the labouring and poorer classes of agriculturists, who formerly had not the means of procuring liquor, have taken to drinking since the introduction of the outstill system. But I am not prepared to say that any particular class beyond that just specified have recently taken to drinking.

I believe there has been an increase of drunkenness among domestic servants, and particularly syces of European residents in the mofussil. This is no doubt due to the multiplication of shops and the cheapness of liquor. I must say, however, that in my frequent journeyings in the interior at all seasons of the year I very seldom see a drunken man, though I am in the habit of looking in at bazars and outstills at all odd hours.

The last five years have been very prosperous in this sub-division. I have not the least doubt that the prosperity of the people during these years has greatly increased the consumption of liquor. The revenue from outstills steadily increased from 1879-80 to 1883-84, and during these years very little difficulty was found in realizing the monthly taxes from the Kalwars. During the last few months of 1883, since the time when the prosperity of the crops began to look precarious and prices have been on the rise, the Kalwars in the interior have been pretty generally complaining of the slackness of their trade, and much difficulty was found in realizing the taxes from some of them. This state of things goes some way towards showing that the prosperity of the people leads to an increase of consumption of liquor, and that in time of scarcity the consumption tends to diminish. It may be observed that within the last two or three years there has been an enormous development of the timber trade in this district, leading to the extended employment of, and to the payment of high wages to, the Mussulmans and other low-caste people employed in the forest, and this fact will, I believe, account to some extent for the increased sales of liquor during the last few years. The sawyers, who are employed in hundreds at the various native depôts in sawing up sleepers, and many of whom are from Goruckpore and Mozufferpore, are invariably good customers of the outstills situated most conveniently for them. Many of the cartmen, too, Christian, Hindu, and Mahomedan, employed in carting timber down from the forest, are given to drinking, but not often to excess.

Under the sudder distillery system the retail price was about two annas a bottle, but sometimes 1½ annas or less. As a general rule, I believe it was sold at about two annas.

Under the outstill system three kinds of liquor are sold:—

(1) Mutiya, at eight annas.
(2) Phuli, at four annas.
(3) Dokani, at one anna.

But from the effects of competition among the vendors, a bottle of liquor is often now to be had for about half an anna.

So far as my information goes, the liquor consumed under the old system was stronger than it is now, especially than that sold for less than one anna a bottle, which is freely diluted with water. I have no reason to think that outstill liquor is more injurious to health than the sudder distillery liquor. I have never yet heard of any instance in which liquor sold to consumers was drugged. I have, however, occasionally heard complaints from consumers at bazars of the weakness of the liquor supplied to them. I do not believe that dhatura or any other deleterious substances are mixed with liquor. I never heard of such practices.

Consumption of tari and pachwai is much the same as before. Tari, however, is now sold at a considerably cheaper rate than prevailed before the introduction of the outstill. Pachwai is drunk only by the Dhangars resident in the nothern portion of the sub-division, who come in generally from Chota Nagpore.

I believe illicit distillation did prevail to some extent before the introduction of the outstill system. An illicit still was detected in the heart of the Bettiah town. It was worked by a Christian woman. Then, again, the circumstances of the sub-division, especially in the jungly tracts on the north and along the banks of the river, afforded facilities for illicit distillation, which were most probably taken advantage of. I have every reason to believe that illicit distillation has now disappeared, for the simple reason that the process would now, while liquor is so cheap, be very unremunerative, not to speak of the increased risk attending it on account of the vigilance of the licensed abkars.

Zemindars and other people of the reacher classes get liquor manufactured at the outstills from materials supplied by them to the vendors. I have had a case before me in which a servant of a rich zemindar of Goruckpore was detected carrying a large jar of special liquor from Bettiah town to Goruckpore. The liquor seems to have been prepared with great care, and fetched a good price in auction.

I do not think outstill system has led to any increase in drinking among the upper classes. Drinking among the upper classes prevails chiefly only in the large towns. My experience of the upper classes in the interior is that they are on the whole very temperate. In the town the higher classes use both country and imported spirits, but they prefer the latter. Liquor is very seldom issued from shops out of hours. I have had very few instances of such breaches of the rules since I have been in Bettiah.

Sometimes the holders of outstills supply liquor in exchange for goods, such as grain, ornaments, &c., but not to any great extent. When the consumer has not the money, he generally buys the liquor on credit. In the Tharowat, I believe, where grain is always plentiful, liquor is sometimes bartered for grain.

I believe drinking sometimes leads to crimes, and that Doms, Dossadhs, and other thieving classes are given to "liquoring up" before undertaking any theft or burglary of more than ordinary note.

I would limit the number of outstills and restrict the hours of sale. I would not substitute any system for the present one, at any rate in the interior. The sudder distillery system, if reintroduced, should be confined to large towns. A single still might be fixed for each thickly-populated centre, to be worked outside the limits of the municipality or union, as the case might be, and the shops in the circle to be supplied from it. No means need be devised for preventing illicit distillation.

Outstills should always, where possible, be fixed outside the homesteads of the village in which it is situated. No control over sites, &c., is to be given to local bodies.

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statement of Babu Shama Charan Ghose, Head-Clerk, Turkhulya Indigo Factory, District Chumparun.

I AM residing in this district for the last 18 years. I have no experience of the working of the sudder distillery and outstill systems.

Drinking has increased since the outstill system has been introduced. The ground of my opinion is formed by comparing the number of drunken persons we see now in our neighbourhood and the streets with that when the sudder distillery system was in force.

Drinking has partially increased among some of the higher classes, but greatly among the lower classes, especially day-labourers. I cannot give an accurate idea of its extent. Drinking has increased among the domestic servants and day-labourers in a greater extent, and in a less extent among agriculturists and women of the lower classes. Some of the lower classes who used not to drink country liquor when the sudder distillery system was in force have acquired that habit now, but to what extent I cannot say. I firmly believe that there has been an increase of drunkenness. The causes are the cheapness of the price and the convenience of procuring the liquor on account of stills having been situated at convenient distances from every village.

The last five years were undoubtedly prosperous, and the food-grains were cheaper, which no doubt made it easier for the labouring classes to buy liquor; but had the sudder distillery system rates remained, an agriculturist or a day-labourer would never have trodden the threshold of a liquor-shop, however prosperous the year may have been; so the increase of drinking cannot be so much attributed to prosperous years as to the outstill system. This year is undoubtedly very hard, but still the labouring classes have contracted such a bad habit of drinking that I know several such persons who even forego one of their daily meals for the sake of drinking.

As far as I know, at the time of the sudder distillery system the retail prices were from four annas to one rupee per bottle, now the retail prices are from one anna to four annas per bottle.

By enquiry I have heard the liquor then consumed was a little stronger than it is now. I have every reason to think that outstill liquor is more injurious to health than sudder distillery liquor, because the liquor sold in the outstills is not pure. I have heard that in order to make up the intoxicating power vendors mix some poisonous barks. I have never heard of dhatura being mixed. At the time of Holi or such festivals, as it is impossible to

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distil the quantity wanted, I have heard that a good deal of water is mixed with liquor, and to keep up the intoxicating power certain barks, roots, and drugs are mixed with it.

The consumption of tari must have decreased a little, especially in this cold weather. I am not aware of illicit distillation in this district, but so far I can assure that the lower classes, among whom the habit of drinking has considerably increased since the introduction of the outstill system, never had recourse to illicit distillation, because such things, if ever done, can be done only by men of means who, by their position and influence, can keep the matter a secret.

I know men of the higher classes get liquor manufactured by supplying goor, anis, carrots, &c. Some of the men of one or two of the higher classes, who used to drink moderately at the time of the sudder distillery system have become intemperate now. Imported spirits are seldom used by men of this district.

I have heard that liquor can be procured from outstills at any hour of the day and night. The holders of outstills supply liquor in exchange for grain. I have never heard of ornaments exchanged or pawned for such purposes. I know also that they sell liquor on credit, and generally enter more than what the man actually drank.

When drinking is increasing, morality is sure to be affected. I think the material prosperity of the labouring classes has been injuriously affected by the habit of drinking

I think the sudder distillery system was far better, because it demoralized a few of the well-to-do men, but the classes upon whom the prosperity of the country depends in a greater degree—I mean the agricultural and labouring classes—were debarred from this bad habit.

If the sudder distillery system give any inducement to illicit manufacture, which will, I hope, be scarce in this district, it can be checked, if rewards be proclaimed to detectors, and a staff of travelling reliable inspectors be kept.

In this district the local bodies are not of such a character as can be entrusted with supervising power.

Supplemental statement.

I HAVE been employed for 18 years in the Turkhulya Factory as head-clerk. In that position I have had much opportunity of observing the drinking habits of the people living around and those employed in the factory.

The Brahmins and Rajputs of this district do not drink at all. Some of the Mahomedans of the labouring classes drink spirit, but most drink only tari. Koiris and one class of Kandus do not drink, and have not taken to it. There is no tendency among those of the trading classes who do not drink.

The following is a list of the castes—first, who never drank and who have not taken to drinking now; second, who drank sometimes from old times, but among whom the habit is not increasing; and third, of those who drank always, but now drink more than they used.

Castes who never drank and do not drink now.	Castes who sometimes drank, but among whom there is no increase of drunkenness.	Castes who always drank, and among whom the habit is increasing.	Castes who did not formerly drink, but who have taken to drink since the introduction of the outstill sytem.
1. Brahmin.	1. Baniya.	1. Barhi.	
2. Rajput.	2. Dhanuk.	2. Bind.	
3. Babhan.	3. Kalwar.	3. Chamar.	
4. Barui.	4. Lohar.	4. Dhobi.	
5 Jugi.	5. Kandu (non-agriculturists).	5. Dom.	
6. Kandu (agriculturists).	6. Kewat.	6. Dossadh.	
7. Kayasth (with a thread, ¼ of the whole of this caste).	7. Kamar or Lohar.	7. Gareri.	
8. Koiri.	8. Mali.	8. Aheer. (Agricultural Aheers do not drink, the non-agricultural do drink)	
9. Kurmi. (Surjia and Oudia, these are agriculturists).	9. Napit.	9. Kahar.	
	10. Pasi.	10. Kayasth (without a thread.)	
	11. Sonar.	11. Kurmi (domestic servants).	
	12. Tathua	12. Mallah.	
	13. Kulu.	13. Mussahar.	
	14. Gond.	14. Nuniya.	

N.B.—The labouring Mahomedans did always drink, and now drink more, but the agriculturist does not drink at all.

The Kayasths sometimes drink imported liquor, but to a very slight extent. They always have drunk country spirits. I have been told by my Kayasth friends that the liquor they get now, though cheaper, is weaker than what they formerly got. The say that it is only half as strong. They refer to the dearer sorts of liquor. They complain of the inferiority of the present system of distillation.

I think that no liquor shop-should be allowed within a village, or within half a mile from it. There was an outstill in the middle of Turkhulya village, which was objected to as being near the school and the dispensary. The license-holder always objected to its removal to a less objectionable place. At last the factory took it, and after removing it re-let it to the old license-holders at the rent paid by them. The lieense-holder ought to be compelled to sink his own well.

I think that all liquor-shops in the mofussil should be closed at sunset. This would cause inconvenience to the day-labourers, but I do not see any better course.

Statements of Baboos Ambika Charan Ganguly, Engineer of the Maharajah of Bettiah, and Asutosh Mukerji.

We are residents of this place for about eight years. We have no experience of the working of the sudder distillery and outstill systems. We have every reason to believe that owing to the cheapness of the country liquor, since the introduction of the outstill system, drinking has increased here among the middle and lower classes. Drinking has increased among the domestic servants, day-labourers, town women, Doms and Domnis.

People belonging to the lower class who did not drink while the sudder distillery was in force (owing to the high price of liquor) have now acquired the habit of drinking. The cause of the increase of drunkenness is the liquor being very cheap and easily obtainable.

The district is not prosperous owing to the scarcity of grains. The current price of outstill liquor varies from eight annas to one anna per bottle, and that of the sudder distillery varied from twelve annas to four annas. The liquor consumed by the people under the sudder distillery system was stronger than it is now.

We have every reason to believe that the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries. The manufacturers are now believed to use poisonous substances in distilling liquors, for people say that it is stronger than the liquor distilled in sudder distilleries.

We think that since the introduction of the outstill system the consumption of tari and pachwai has diminished. The illicit distillation of spirits has now disappeared, as they are now easily available from the outstills.

Zemindars and other people of the richer classes get liquor manufactured at the outstills from materials supplied by them to the vendors. The outstill system has not led to any increase in drinking among the upper classes.

The people of the upper classes use imported spirits. We do not know whether liquor can be obtained from outstills at prohibited hours. The holders of outstills supply liquor in exchange for goods.

People addicted to drink are generally profligate and inclined to commit theft. The middle and lower classes (including day-labourers, domestic servants, &c.) have materially been injured by the use of country liquor.

The only suggestion that can be made is the reintroduction of the former system of sudder distillery, which was a better one. In order to prevent smuggling and illicit distillation detective officers should be appointed as in the case of opium. Regarding the improvement of the present system, we have to say that officers should be engaged to watch that no poisonous substances are used in distilling liquors, and that a limited quantity is distilled for every day's consumption. The selection of sites of liquor-shops, and the sale of country spirits, should also be entrusted to the same officer.

Statement of Mr. F. Lewis, Parish Priest of Bettiah, District Chumparun.

I have been a resident in Bettiah for the last 12 years. I have had no experience of the working either of the sudder distillery or of the outstill system. In my opinion drinking has very much increased during the last ten years. My reason for thinking so is the fact that many, particularly day-labourers, who in former times seldom or never touched any liquor, now are its daily consumers.

I think drinking has increased. I have seen school-boys very drunk.

I think that people that did not drink when the sudder distillery system was in force have now taken to drink, especially the day-labourers and low castes, as Doms, Dossadhs, &c.

I attribute the increase of drunkenness to the very low price at which liquor is at present sold. With less than two annas one can get drunk.

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The last five years, the current one being excepted, in my opinion, on the whole, have been prosperous, and have affected the consumption of liquor.

Retail prices are not all over the district uniform, but the lowest about Bettiah are four annas per bottle, two annas, and even less. Dokani at three quarters or one anna per bottle.

I think the outstill liquor is stronger, though cheaper. The consumption of tari and pachwai has not diminished since the introduction of the outstill system. It is just the same as before. I know that the zemindars and other rich people get their liquor prepared at outstills from materials supplied by them. I think the upper classes of the people use imported spirits, but I do not know to what extent. As far as my experience goes, I think the outstill-holders do not sell liquor during prohibited hours. The outstill-holders tell me that some of them sell liquor in exchange for grain, &c., and on credit.

According to my experience, the moral effect in many cases has been, and is, shocking. I know persons who were well-to-do, and through the habit of drinking have been reduced to abject poverty. I know many day-labourers who spend the whole of their daily wages in drinking and leave their children and wives to starve.

I cannot name a class whose material prosperity has been injuriously affected by the habit of drinking, but I know well that many of different classes have been ruined by the habit of drinking. My only suggestion is to increase the price of country spirits to such an extent that it would be prohibitory of itself for the poorer classes.

Statement of Mr. T. A. Shaw, Pursa Inligo Concern, Bettiah, District Chumparun.

I HAVE resided in this district for 18 years.

My experience of the sudder distillery and outstill systems is not great, but I think it is noticeable that drinking is now a more daily occurrence, partly from the outstills being so close to the daily local bazar where the ryots usually like to assemble, and where the temptation is at hand, and also from the cheapness of the liquor.

I fear the drinking in this portion of the district has increased. I do not see any reason to believe that any one class of people have increased more than any other, but that those who habitually drink do so to a greater extent.

I have not noticed drunkenness on the part of school-boys and women, though I presume these classes are more likely to be affected in and about towns and large bazars, but amongst domestic servants, agriculturists, and day-labourers there is a noticeable difference to the extent of at least twice what there was before under the old system.

I do not think classes not in the habit of drinking have taken to it, but people permitted by their religion to drink have doubtless taken to it, say to the extent of one man in twenty, *i.e.* 5 per cent.

I do consider there is an increase in drunkenness, and attribute the cause to the facility of procuring liquor, the cheapness of the same, and also the temptation caused by its being procurable where people assemble and spend their idle moments.

There has been a succession of prosperous seasons in this district for the past five years, and I should think that the consumption of liquor during that time must have greatly increased.

Under the sudder distillery system the price of a bottle of liquor decreased as follows: annas 10, 8, 6, and 4. Now it is procurable at annas 3-9, 3, 2½, and 2-8. This latter kind of liquor is what is usually consumed by my Dhangars, *i.e.* men of low caste.

I am under the impression that the liquor now consumed is about 20 to 25 per cent. weaker than it used to be, and I attribute the cause to the fact that it is easier to add hot water to dilute it than before.

I do not think there is any increase in the use of injurious substances in the liquor of the present day, though undoubtedly in the Holi and other festivals dhatura, the rind of the wild plum (bair), and other injurious matters are constantly used.

In this part of the district there is no pachwai, and as regards tari the consumption is the same as before. In other words, whatever tari is procurable is readily sold.

In the town and bazars near here I have reason to believe illicit distillation did exist, but under the new *regimé* I do not believe it now exists.

I believe zemindars and others are in the habit of supplying materials to the outstills, which they get manufactured for them.

In this portion of the district, with the exception of Bettiah, I do not think that imported spirits are used, and as regards the effects of drink on the upper classes I have already stated.

I believe liquor can be often obtained from the outstills at the time prohibited by law on the payment of a small increase in price, and by regular customers where the fear of detection is not so great.

I believe that liquor is often sold in exchange for grain, jewels, and other goods, and that credit is given to regular customers.

It is a hard question to reply to the moral effects of drinking. My opinion is that to a certain extent it is very necessary to people residing in a feverish part of the country; but

it is hard to get uneducated people to see that whereas a small quantity is beneficial to the health, a large quantity utterly demoralizes them. I fear, where there is an increase in the consumption of the spirit, that the standard of morals is much more likely to decrease than go the other way.

I do not think any one particular class in this portion of the district has been affected by the habit of drinking.

I would suggest the limit of consumption of liquor to places within easy reach of police-stations and outposts, and make the police to a certain extent responsible. I would have the liquor sold between certain hours only, and a very strict adherence to this rule, failing which a heavy fine or other punishment. I do not believe there is any smuggling or illicit distillation at least in this part of the mofussil. I would suggest that all zemindars, malliks, ticcadars, &c., should be called upon to use their influence to have all the rules strictly adhered to, and any infringement promptly reported. Would it be possible to prevent the sale of more than a certain quantity to one person, this might check excess to a small extent. Also where it is proved that any vendor has broken any one of these rules, his license to be taken away for good, and in case of any one being found to procure a license after having forfeited his (by use of a false name or under the name of a relation), a heavy punishment.

Notes of statements made by—

1. Baboo Joy Gopal Banerji, family doctor to the Maharajah of Bettiah for the last 22 years.
2. Baboo Shyamanand, mookhtear at Bettiah, inhabitant of Chupra, district Sarun.
3. Baboo Guru Prasad, mookhtear at Bettiah, inhabitant of Sarun.
4. Baboo Tepesri, mohurir under the Maharajah of Bettiah, inhabitant of Sarun.
5. Baboo Raghunath Sahai, mookhtear at Bettiah.
6. Baboo Baidri Nath, nazir of the Maharajah of Bettiah, inhabitant of Mozufferpore.
7. Baboo Dwarika Prosad, mookhtear at Bettiah.

All seven of these gentlemen are unanimous in stating that both drinking and drunkenness have increased very much during the last five years. They say that the increase of drinking in the town has been more than doubled in the last five years. They noticed more drunken persons about the town than was the case five years ago. The increase noticed by these men relates chiefly to the town of Bettiah. This increase is due entirely to the cheapness of the liquor and the facilities with which liquor can be obtained owing to the number of shops being increased. They have noticed school-boys drinking. The number of boys drinking has increased lately by these boys being able to procure liquor at a cheap rate. The school-boys who drink belong to families that are allowed by caste to drink.

All these seven gentlemen named above are unanimous in stating that the cheapness of liquor has led school-boys, domestic servants, agriculturists, and women of lower castes to drink more now than they ever did before, and that it is daily increasing among these people. They say that the Mahomedans drink a good deal more now than they did five years ago. As to day-labourers, the increase of wages has enabled them to indulge freely in this cheap liquor. They often drink to excess.

In the present year the crops are very indifferent,—not more than four or five-annas crops, taking the whole sub-division. In the previous five years, however, the crops were above the average.

The lowest price of the cheaper kind of liquor under the sudder distillery system was 2½ annas; the cheapest liquor can now be had with little less than one anna. The strength of these two was the same.

These gentlemen are unanimous in stating that deleterious substances are put into the liquor by abkars. Dhatura, stems of tobacco leaves, guava, and kuchila are put into the liquor at the time of distillation to increase the intoxicating power. They say also that grains of wheat are put into the tari and allowed to stand in the sun, and that this process doubles the intoxicating power of the tari.

They all say that it is a common practice for well-to-do people to send materials to the abkars and have liquor distilled for their private use. They say that the abkar finds the choa, fuel, and other expenses. Other materials, such as raisins, are supplied by the person wanting private distillation. For every 18 bottles of liquor distilled the abkar is paid Rs. 4, Rs. 5, or Rs. 6 to cover his expenditure in fuel, servants, and materials supplied. These private distillations are often made with the object of obtaining medicine, or liquor with medicinal properties, the ingredients being supplied by the person for whom the distillation is made. They say that spirit is extracted from the bark of the following trees:—Sheemul (*bombax*), babul, banian, mango, jamoon, and other trees; also from the flesh of goats, of birds, &c.

As a rule liquor cannot be obtained after hours, but of course any one known to the abkars can obtain liquor after hours.

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Liquor could be obtained in exchange for ornaments, cloth, grain, &c. In one instance Jumak Kurmi exchanged his wife's ornaments and his hat for liquor. This man died of drinking less than a month ago. There has been more than one instance in this town of men killing themselves by drinking. More than one instance was given of Kayasths wasting their susbtance and ruining themselves by excessive drink. This habit amongst the Kayasths is described as of old standing.

All these gentlemen would recommend returning to the old sudder distillery system, with this addition, that they would enforce a rule that the retail vend shops should sell the liquor at the same strength as that passed out of the sudder distillery doors. They are in hopes that if this was done cheaper kinds of liqnor would not be procurable, and consequently fewer people would be able to indulge in drink, and even those who are able to do so will have to curtail the amount they drank. They would recommend the outstills being removed outside the town, on the grounds that the stench from the refuse is not only unhealthy, but disagreeable.

Statement of J. V. S. Pope, Esq., M.A., *Inspector of Schools, Behar Circle.*

My experience on the increase of drunkenness is from (I) 18 months as Professor in the Presidency College, (II) 5½ years as Principal, Dacca College, and (III) six months as Officiating Inspector, Behar Circle.

1. There certainly were boys in the Presidency College who drank; but they were the sons of rich men, and being under no control at home went in for dissipation of all sorts. I did not see any boy drunk in the College or out of it.

2. My experience at Dacca was the same as in Calcutta. Some of the boys in the College drank, but never did I see one drunk. Those that drank were sons of rich men, pampered at home.

I may add that what boys in Calcutta and Dacca drank was not country liquor, but brandy—cheap and fiery stuff.

When I have known and seen drunkenness has been among those who have left college, I do not think that it is the custom to take to drinking among young men: but certainly many are by the example of their elders, and by the custom now springing up in certain sections of the native community, led into drinking. I speak of Dacca. I know of young men who never drank as students, drinking after they left College, because—

(1) Their companions led them into the habit.

(2) It was becoming the custom to offer drink to a man when he came to see his friends. I have seen young men at public entertainments drinking, and drinking pretty freely of Champagne and of brandy.

Only once in all my experience have I seen a master the worse-for liquor, though I know that many did drink. I have heard of hard drinking among masters, but no case has ever come up before me I have never had to punish a boy for being drunk.

Moderate drinking has certainly increased, as far as my experience leads me to believe; but it is among young men who have left College. The cases of students drinking are very rare—the majority of them are working too hard.

I attribute the increase to the lax discipline at home. Parents and guardians, as a rule, exercise very little control over boys and over young men.

I repeat that the liquor drunk is brandy—cheap, fiery stuff sold in the numerous liquor shops. Belatee—to be found in towns such as Dacca.

3. My time here has been short and I can hardly say much. I see in my office notices of Masters, Deputy Inspectors, and Sub-Inspectors drinking, and I regret to say some of them do drink and that to excess; but no complaints about boys drinking.

The Kayasths of these parts, as every one know, drink and they make their own liquor, but I have heard nothing about the increase of drunkenness. I have been to every zillah school in the circle and not a case have I had before me of boys being drunk, nor have I heard that drinking is on the increase.

EVIDENCE OF WITNESSES IN THE BHAGULPORE DIVISION.

DISTRICT BHAGULPORE.

Statement of G. N. Barlow, Esq., C.S.I., *Commissioner.*

I HAVE resided at Bhagulpore since January 1873.

I have experience of the working of the sudder distillery and outstill systems—as Collector of Pooree from 1860 to 1866, as Collector of Monghyr from December 1869 to January 1872, and as Commissioner of Bhagulpore Division from 1873 to date.

I was led to think that drinking had increased shortly after the introduction of the outstill system in 1879-80 by what I myself witnessed in the streets of the town of Bhagulpore—the crowds assembled, excitement, and signs of drinking around the outstills. I made some enquiries and noticed the matter in my Annual Excise Report of the year. I was told that the view I had taken was not supported by my facts. If I recollect rightly, pressure was put upon the outstill vendors by the Municipality (or Excise Department), and arrangements for accommodating consumers within the outstill premises were made instead of allowing them to obstruct the public road, and the nuisance ceased once and for all.

At this time there was no general outcry raised against the effects of the outstill system, and the enquiries that I made were usually answered by natives of all classes (and others) by the assurance that no increase of drinking or drunkenness had followed the introduction of the system. Gradually opinions upon the point seemed to undergo a change. The Collector of Bhagulpore (Mr. Newbery), in his Annual Excise Report for 1880-81, gave a strong opinion to the effect that an increase of drunkenness had occurred. Then came the similar opinions of residents of Purneah (planters and others) submitted with the Collector's No. 32E of the 5th May 1882. Finally, a fresh stir was made in Maldah in 1883 by European residents of that district. From first to last a strong agitation has been kept up at Monghyr by the Revd. T. Evans.

At different times I have endeavoured to test the real state of things by direct communications addressed to planters and natives, and lately I had the outstills about the town of Monghyr and Bhagulpore visited privately by the Excise Deputy Collector and the Superintendent or Assistant Superintendent of Police. All information that I have gained upon the subject in this way has been already furnished to the President of the Commission. The result is that while with the reduced number of outstills and the facts disclosed regarding the condition of the people found there when the places were visited I am unable to demonstrate that drinking and drunkenness has increased, my personal conviction is that this is the case. So far as I know, the increase in drinking is amongst the lower classes of the people who drank before. I cannot guess the extent of the increase.

Drinking is generally said to have increased amongst domestic servants in Bhagulpore. My experience with my own servants certainly shows this to be the case. From the reports of planters and silk-factors (at Maldah) there is a great increase amongst coolies. I do not know about other classes.

I have no personal knowledge of people belonging to classes which did not drink under the sudder distillery system having acquired the habit of drinking. I have been told that this is the case by persons who possessed, in my opinion, the means of forming a judgment in the matter, and whose word I could not doubt.

The causes to which I attribute the increase of drunkenness are—the facility for obtaining liquor, and its cheapness; also the force of bad example, one man's drinking leading to another doing the same.

On the whole, we have had prosperous times. This would, no doubt, help to increase the consumption of liquors, and it would tell more and more as the old prejudices against any use of liquor died out.

The popular idea is that the liquor consumed by the people under the sudder distillery system was stronger than it is now, but we have nothing to go upon in forming an opinion.

I have no reason to think that the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries.

Tari Revenue.

	1878-79.	1879-80.	1880-81.	1881-82.	1882-83.
	Rs.	Rs.	Rs.	Rs.	Rs.
Monghyr	48,866	43,503	42,174	40,801	41,195
Bhagulpore	21,823	22,904	21,118	17,358	16,388
Purneah	10,338	9,631	9,563	8,426	8,538
Maldah	7,366	6,630	7,495	5,664	6,118
Sonthal Pergunnahs ...	5,230	8,740	7,560	6,602	6,199
Total ...	93,623	91,408	87,910	78,851	78,438

In the last five years the tari revenue has generally decreased; the figures are supplied. Pachwai is not of much account in the regulation districts of the Division.

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I do not actually know anything about the existence of illicit distillation of spirits in this district before the introduction of the outstill system. It was supposed, under the sudder distillery system, that illicit distillation was rife, but detections were wanting to demonstrate the fact. Perhaps the reason may be that the irregularities were committed within, rather than outside, the distillery premises.

I have no knowledge of zemindars and other people of the richer classes getting liquor manufactured at the outstills from materials supplied by them to the vendors.

I only know that a few Bengalis use imported liquors.

I believe the rules for closing outstills are sometimes infringed. In one or two cases people were found at the outstills after hours, when the places were visited under my orders.

I have no knowledge of the holders of outstills ever supplying liquor in exchange for goods, such as grain, ornaments, &c.

I have no knowledge of the moral effects upon the people addicted to drinking, nor of the material prosperity of any class being injuriously affected by the habit of drinking; but I conclude that if a coolie or day-labourer gets into the way of spending a considerable part of his earnings in liquor, it may be said that the material prosperity, as well as that of his family (if he has any), is injuriously affected by the habit of drinking.

I would try the outstill system under close restrictions before giving it up. The object is to diminish temptation and the facility now afforded for obtaining liquor, and to force on the price of liquor to something like what it used to be in the days of the sudder distillery system. The number of shops (outstill) should be reduced as far as possible, the capacity for the stills restricted, and the upset prices raised as high as possible. Of course in dealing with this last matter there is some uncertainty, but I have always thought, and the example set in the instance of a few districts shows that more can be done than usually is done in the way of getting a larger revenue out of fewer shops. This arrangement should raise the price of liquor. I fancy that a good Excise Deputy Collector would be able to form a surer guess as to what a shop under certain conditions could afford to pay; and if we stuck out and declined to allow the shop to be opened at a lower figure, we should generally, I think, get our price in the end.

I would not entrust the arrangement for controlling country spirit to any local body. It would only promote friction. It is to be presumed that district officials guided by Government authority are as able to judge concerning the welfare of the masses of the people, and to seek to secure the same, as the members of local bodies individually or collectively may be. In working the system full power should be given to the local officers to carry into effect what has been so long announced as the policy of Government—to check excessive drinking and drunkenness in every possible way. Actual sites for all outstills should be selected in suitable places instead of their being thrust upon the public notice in every street or road and at every prominent ghat, and outstills should be kept at a decent distance from places where large numbers of workmen are employed, considerations of revenue notwithstanding.

. . statement of W. H. Verner, Esq., District and Sessions Judge.

I HAVE resided in Bhagulpore for nearly four years.

I have experience of the working of the sudder distillery system as officer in charge of abkari in district Midnapore.

Supposing that 13 or 15 years ago there was not more drunkenness in Bhagulpore than in Rajshahye and Midnapore, there has been an enormous increase of drunkenness within the last ten years. I cannot compare Rajshahye now with Bhagulpore ten years ago.

There is much drinking among domestic servants and day-labourers. I have seen women tipsy in public in this district.

It seems to me probable that the classes who drink under the outstill system are the same as those who drank under the sudder distillery system.

I attribute the increase of drunkenness to cheap liquor and more public-houses.

The last five years have been very prosperous, and this probably has increased the consumption of liquor in Bhagulpore.

I have forgotten the exact figures of the retail prices of liquor; they were 4 or 6 annas per quart bottle as against pice.

I am not sure whether the liquor prepared at sudder distilleries was stronger than the liquor consumed now.

I do not know whether the liquor prepared at outstills is more injurious to health than that prepared at sudder distilleries. I know nothing about dhatura being mixed in outstill liquor.

I should think that the consumption of pachwai, but not of tari, has diminished since the introduction of the outstill system.

I am inclined to think that with the outstill system illicit distillation must have very greatly decreased.

I do not know whether the zemindars or other people of the richer classes get their liquor manufactured at outstills from materials supplied by them.

I do not know whether the outstill system has led to an increase in drinking among the upper classes; probably it has not.

Several criminal cases due to drink have come before me as Sessions Judge.

I do not know whether the material prosperity of any class of people has been materially affected by the habit of drinking.

Memorandum by W. H. D'Oyly, Esq., Collector of Bhagulpore. Bhagulpore.

I HAVE been asked by the Joint-Magistrate to forward a memorandum showing my opinion as to increase of drunkenness. I have no papers by me out here in camp on excise matters, nor any statements as to cases of drunkenness, so I shall confine myself to what I have personally observed, and to what I have elicited in conversation with many persons, European and native.

In 1880 I was acting as Collector of Monghyr. At that time Mr. Evans wrote to the papers and to Government. I was able to show that his statements were, to say the least, grossly exaggerated, and in many instances inaccurate altogether. His *theories*, based on inaccurate information, may be taken for what they are worth. It is quite possible that there has been an increase of drunkenness since the introduction of the outstill system, but, as far as I have been able to ascertain, the increase has not been extensive, nor has it grown to such an extent as to give any real valid ground for concluding that any serious evil has been caused by the introduction of the outstill system. Almost every native, and many Europeans, when asked whether drunkenness has increased greatly since the introduction of outstills, will answer in the affirmative; but when questioned closely they will show that they based their replies, not on actual observation, but on the supposition that because there are more shops, and because country spirit is cheaper, therefore more spirit is consumed, *and as a consequence there is more drunkenness*. But it is quite clear to any one who will look at the matter fairly that the last conclusion is not a necessary consequence of the fact that country spirit is cheaper and that more is now consumed. Most persons who begin by saying that drunkenness has increased will admit, when questioned more closely, that they mean more country spirit *is consumed*, and they will not be able to say that they have *actually seen* more drunkards than they used to see. When out in the mofussil in the Monghyr district, I made it a point of going through large bazars, like that at Luckhee Serai and such places, two or three times in the day and at different times during the night, also up to 10 and 11 p.m., and I was surprised to find so few drunken persons even near the country-spirit shops. There were very few indeed, far less than one would meet in almost any European country.

The Commissioner of Bhagulpore, Mr. Barlow, shortly after the introduction of the outstill system, noticed several persons intoxicated in Bhagulpore while driving through the town generally in the afternoon, but I think he will hardly be able to say that he has noticed much intoxication within the last two years. He could probably count on the fingers of one hand the number of drunken persons he has seen during that period. This may possibly be accounted for by the fact that *some few* outstills have been removed from sites close on to the public road, and that in others sheds have been put up behind the shops, where people come to drink, and they are therefore out of sight; but no disturbances have been created, and comparatively few persons have been taken up as drunk and disorderly. The Police Inspector explains this by saying that since a good many prosecutions were instituted two years ago, persons drinking at the shops, when they began to show signs of the drink telling on them, are taken home by their friends, who support them as they go along and prevent them from getting into mischief. Be this as it may, if we look to the number of cases, if we examine impartially the statements made by persons who say that drunkenness is on the increase, and sift them, cutting out all theories and relying only on *facts* disclosed, we will find that there is very little ground left for supposing that there has been any *serious* increase in drunkenness, though there may be increase in consumption. Mr. Barlow once said it was childish to contend that because the spirit now sold is weaker than what used to be sold under the distillery system, therefore persons cannot get drunk on the weaker sort now sold. But this is not what I contended. I never said persons *could not get drunk* on the spirit now sold. What I did say was that it takes *more* of the weaker sort to intoxicate a man than it would of the stronger and dearer sort formerly sold; that if it would take a bottle of the spirit now sold for 1 anna to make a man drunk then half a bottle of the stronger spirit which sold for 2 annas would have the same effect; and that two men buying a bottle of the stronger quality for 2 annas could get drunk on 2 annas worth, or each on an expenditure of 1 anna, as well as they could now at 1 anna each. This may be childish, but it is at least logical.

I wish to say here that I am not contending that there has been no increase of drunkenness. All I say is that there has not been any *serious* increase during the last three years; that the statements made to that effect can be, and have been shown to be, gross exaggerations, and founded more on inaccurate conclusions than on fact. I also wish to state that I would *at once* alter my views if I found any really good ground for doing so. This vice of drunkenness is one we should do all we can to check, and it will be time to do this when we find that the vice is really spreading to any serious extent. There is nothing whatever in anything that I have heard to give sufficient ground for supposing that the people are becoming demoralized by drink. There is one other point deserving of notice, and that is, persons who say they have been astonished at the sight of a number of drunken persons on or near the public road in 1880 very probably were more struck by this sight at the time, because the matter having been talked of they took more notice of persons more or less under the influence of liquor than they used to do; that is, the subject being talked of, they noticed persons under the influence of liquor whom they would before have passed probably without notice: and hence exaggerated ideas would be formed. In conclusion, I would say that I believe that there was an increase in drunkenness in 1880, shortly after the introduction of outstills. I myself noticed a great many cases in Monghyr in April and May, but I had recently come from Bengal, where there was less drunkenness at all times than there is in Behar, and April and May are just the months

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in which drunkenness prevails to a greater extent than at other times. It is not therefore surprising that under the circumstances I noticed these drunken men in the town; but that this increase is at all *serious* I have at least good reason to doubt. The number of shops in Bhagulpore has been greatly reduced, but apparently this has not reduced the total consumption, the effect being that each one of the shops that remain attracts a large number in one place than it used to do when the numbers of drinkers were distributed over a larger number of shops.

Statement of Mr. H. A. D. Phillips, Joint-Magistrate and Excise Deputy Collector.

I HAVE only been in the Bhagulpore district since the 20th November last, but during this time I have been in charge of excise and have inspected some twenty outstill-shops.

I have had experience of the distillery and outstill systems in Balasore, Cuttack, Pooree, Midnapore, Burdwan, Bhagulpore, and Chupra.

Drinking has increased during the last ten years. In this district there has been an increase of drinking among all those classes who previously used to drink. There has been no visible or perceptible increase among Brahmins, Babhans, Rajputs, Marwaris, and perhaps Narthil Kayasths.

In Bengal there has been an increase among the upper educated classes, and also among certain shopkeeping and artizan classes.

Increase of drinking has been due to—(1) greater facility in obtaining, owing to numerous places of vend; (2) greater cheapness of the liquor.

School-boys.—No increase in this district. In Burdwan, Midnapore, and Hooghly there has been an increase among this class. Students attending the Maharajah's school in Burdwan were sometimes brought up for drunkenness. Dispensaries also are frequented by students for pick-me-ups.

Domestic servants.—I have not observed any increase among my own servants. Probably cooks, khansamahs, and syces drink more. The increase is said to have been marked in this district in 1880 and 1881.

Agriculturists (*a*) in Orissa do not drink at all. (*b*) Sadgops do not drink in Bengal, but Pollob Gwallas do. (*c*) In Behar Koiris always drank. It is no new thing for them to drink.

Day-labourers.—Drinking has increased. Seventy-five per cent. of the people in this district drink. There has always been more drinking in Behar than in Bengal. The following are the chief classes:—Chamar, Dossadh, Dom, Hari, Sonar, Lohar, Thatteri, Gareri, Sonthal, Dhangar, Pahana, Mussahar, Dhanuk, Koiri, Kulwar, Kurmi, Kumhar, Gondhi, Raki, Banpar, Kahar, Holwai, Dhobi, Hajjam, Teli, Gangota, Mullar, &c. It will at once be seen that the equivalents of some of these classes do not drink in Bengal and Orissa, not at all in Orissa, and perhaps only lately taking to it in Bengal.

Day-labourers in this district drink more than they used to.

Women.—Increase among prostitutes and kept-women. This increase is very marked in Bengal towns. A few ladies of the upper classes send their *chakranis* surreptitiously for liquor, but this is quite the exception.

Bhagulpore.—Increase among Sonarins (this is worthy of notice), Kawarins, Chemains, Domins, Nutins, Mehtranis, Chain, Gondhi. Any other women who drink must do so very quietly and surreptitiously, and, if known, would be disgraced in their society; but it is well known that the women of the castes I have named drink, but not to any great extent. I never saw a drunken woman. I have never seen women sitting at outstills except in the jungle mehals of Midnapore, where I have seen Sonthal women, and also Bhumij, Bhogta, and Mahato (semi-aborigines) women.

Bengal.—Upper educated classes and certain artizan and shopkeeping classes.

In Bhagulpore district there are no such classes. All classes have always drunk, except Brahmin, Babhan, Rajput, Marwari, Pagaswalla, and Baniya. If these latter castes drink they must do so very surreptitiously. Brahmins and Rajputs in this district consume ganja. Generally speaking, the class of coolies drink more; but they have not acquired the habit for the first time since the introduction of outstills.

There has been an increase of drunkenness owing to (1) greater number of places of vend, (2) cheapness of the liquor. I am told the increase was marked in 1880-81. It is said that "every outstill shop was then a melâ." The police can testify to the disgraceful state of things then prevalent—outstills crowded, hideous noise, men rolling and falling about, many prosecutions, and so on. During the past year things have been much better. Since I have been here I have not seen any drunkenness, though I have seen men come singing along the road in a more or less drunken state. The effects that would be produced in England by the fall in price of a bottle of brandy or whisky from 2 shillings to 6*d.* have been produced in this country by the sudden substitution of outstills for distilleries. Under the distillery system no liquor was obtainable under 4 annas a bottle: now the kind most largely manufactured sells for 1 anna a bottle. A man with 2 pice to spend can now drink half a bottle.

Excepting the present year, the last five years have been prosperous years. Such prosperity has of course affected the consumption of liquor and of drugs also. It is this that has aggravated the evil—(1) more money to spend, (2) cheaper liquor. Government resolutions allude to the fact that there has also been an increase in consumption of drugs, cloth, and

other commodities. The removal of the duties on European cloth and other imports has had the same effect as removal of duty from spirit. But the decrease in the price of liquor has been far greater than the decrease in price of cloth or other commodities: *ergo* the consumption must have increased much more.

The licit consumption of liquor in the last year of the distillery system was 60,000 gallons; this year (1883-84) I estimate it to be 1,000,000. In a few days I shall be in a position to give figures.

Distillery system.—Price of a bottle, 4 annas, 6 annas, 8 annas, Re 1.

Outstill system.—Price of a bottle, 2 pice, 3 pice, 1, anna, 2 annas, 8 annas.

It is only in a few shops in the Banka sub-division that liquor is sold for 2 pice. In the sudder division I have met the 3-pice quality in two shops only. It may be said that 95 bottles out of every 100 now sold are of the 1-anna quality.

One-anna quality.—Manufacture: One gallon of water is mixed with 3 gallons of wine, *i.e.* at time of distillation and while the liquor is warm. Ordinarily a kulsee of 4-gallon capacity is placed under the pipe from which the wine flows. One gallon of cold water is placed in this kulsee, and then 3 gallons of wine falls into the kulsee. Whether even more water is added before sale I cannot say, but probably it is so. Goor is mixed with the mohwa in the proportion of 3 seers of molasses to 37 seers of mohwa—

Ordinary price of mohwa	1 anna.
Ditto of molasses	2 annas.

Twenty seers of mohwa are put in the still for a single distillation. This makes 7 gallons of wine of 1-anna quality—

20 seers of mohwa	8 annas.
Cost of goor	2 „
Firewood for one distillation	4 „
Total ...	14 „

Seven gallons = 42 bottles; at 1 anna a bottle = Rs. 2-10: cost of making this quantity = 14 annas, and is of course less if more water is mixed before sale. Many vendors do not put in any goor.

Burdwan distillery.—(Wine, molasses, or rice and molasses; no mohwa except in Raneegunge).—Price of a bottle, 8 annas, 10 annas, 12 annas, Re. 1, Re. 1-4.

Burdwan outstill.—Price of a bottle, 3 annas, 4 annas, 6 annas.

In parts of the Midnapore district mohwa liquor now sells for 2 pice a bottle. In the towns of Contai and Tumlook rice and molasses liquor sells for 12 annas a bottle; Ghattal 6 annas, 8 annas. The liquor consumed under the sudder distillery system was stronger than it is now. The 1-anna quality sold is very weak. It takes one maund of mohwa and one maund of water to make one gallon of London-proof wine, *i.e.* the cost of making 6 bottles would be about Re. 1-8. One maund mohwa now makes 14 gallons of 1-anna wine and (in the town) 16 gallons. For London-proof liquor-vendors would now take 12 annas a bottle, against Re. 1-2 and Re. 1-4 previously.

It takes two bottles of the 1-anna wine to make a regular drinker drunk. Half a bottle will make a man who has never drunk before *ghulabi nisa*, and a whole bottle will settle him. In this district it appears that, quality for quality, wine is now just half the price it was under the distillery system. Wine that then sold for 8 annas now sells for 4 annas. In Burdwan and Midnapore I calculated the decrease in price was two-thirds.

The wine was stronger under the distillery system, and much less was drunk.

The outstill liquor is less injurious. Drinkers now speak of the *khub aram* they derive from the present liquor. Labouring classes require the liquor to renew their waste of tissue, and it gives them a good night's rest. In Burdwan Bowris, Bagdis, Dulais, Melags, &c., consume ganja for the same reason; so do prostitutes. The distillery liquor used to affect drinkers more and give them headache. Now there are no more injurious effects than are experienced by drinkers of pachwai. In Burdwan many labouring classes do not eat rice at night, but merely drink pachwai. Dhatura, kuchila, &c., are not mixed with the liquor in this district, but these and other substances go to make up the "bakar" used by Soondees in Bengal and Orissa. The vendors here put in bael, especially in hot weather. They also sometimes put in harmless fragrant spices.

The consumption of tari and pachwai has diminished. In Midnapore, Burdwan, Beerbhoom, Sonthals and others abandoned pachwai for country liquor. Sonthals and Dhangars are allowed to brew pachwai for their own consumption. If an outstill is near, they will go to it; but if they cannot get it within a reasonable distance, they will do without it.

In this district sales of palm-tari in Jaistha and Bysack (May, June) affect the outstill liquor, but the date-tari (Pous, Magh, Falgoon) does not perceptibly affect it. Mussulmans and Momins drink more tari than before, and even some religious (*i.e.* Namazees) Mussulmans will touch tari while they will not touch spirit.

Pasees in this district have been ruined by the outstills. They will not come forward readily for settlement; their rents are often realized by sale of their property; they abscond. The pasees here were before Matahar and wealthy men. They have now become poor. I may instance Noshak chuk in this town. No one will now lend to a passee. If any one lends, it is at

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1 anna per rupee per month interest = 75 per cent. They have sold all their jewellery. The zemindars take ten times the former rents for "tari mehals."

Illicit distillation has disappeared entirely. *It would not pay a man now to distil illicit liquor.* There was illicit distillation. There were probably ten cases for every one case detected. Liquor was also sold as medicine. The only illicit distillation we can speak to are the cases found out, but from those cases we can infer its extent. There was no special agency for its detection.

The ordinary liquor is not manufactured from materials supplied to the vendors by people of the richer classes. But if they want a special sort of wine, either for pleasure or because it is prescribed by some hakeem or kobiraj, they give the materials to a vendor, who prepares it. Materials thus given are almonds, raisins, walnuts, and mewa of sorts.

The outstill system has not led to any increase of drinking among the upper classes in this district. The Kayasths (Kaits) of course are known to drink. The upper (educated) classes drink imported liquor; they do not like the outstill liquor owing to its objectionable smell. But this objection has not so much force in Burdwan, where liquor is made from pure molasses. The use of imported spirits is far more prevalent in Burdwan, Hooghly, and Midnapore than in this district.

Liquor cannot be obtained after hours. If urgently required for medicine, it may be given, but vendors do not readily supply it. It is not worth a vendor's while to supply a few bottles after hours, which cost only so many annas.

Holders of outstills sell on credit, especially in the mofussil. The supply of liquor in exchange for goods, ornaments, &c., is not common. I have not heard of it.

In the towns of Midnapore and Burdwan I noticed an increase of profligacy. There was a marked increase in the rows, disputes, affrays in brothels or houses of kept-women. Such cases took up a good portion of the time of the Court. The educated classes appear to be becoming disgusted with, or tired of, the ignorance of their wives; they visit prostitutes and dancing-women's houses, as the old Greeks visited the *Hetairæ* for the sake of music and singing. This conduct reacts on the wives, who retaliate by themselves becoming corrupt. I speak of Bengal towns only. There is nothing of the sort known in Bhagulpore. I think drinking has had a bad effect on the educated classes in Bengal; but I believe it will pass away with the better education (in the real sense of the term) of the men and increase of education among the women. I hear *grihusti* women in Kishnaghur and Santipore are learning to dance the *bai nach*; I suppose with intent to keep their husbands at home. When husbands find real companionship and society among their wives and female relatives, drinking will decrease. Women in England were ignorant in the times of Fielding and Sterne, and those were hard-drinking and immoral times. I believe the real improvement will come from within, as it has in England, by the institution of temperance societies, and so on. But the evil will first have its fling, and will probably increase for some years if something is not done to raise the price of liquor.

As far as I know, drinking has not increased heinous crime, but it has perhaps increased crimes of violence.

I do not think that the material prosperity of any class has been injuriously affected by the habit of drinking.

I propose to farm the country spirit by thanas. There will be a central distillery in each thana, at which all liquor from the thana must be made. The farmer for the thana will settle his shops as he pleases, but the number, localities, and sites will of course be fixed by the Collector. Subinfeudation in land tenures presses hardly on the lowest rank, those who actually cultivate. We want to press hardly on the lowest rank (*i.e.*, the consumer) by increasing the price. Cost of carriage from the distillery to the shops will also tend to increase the price. The farmer may be left to settle his shops at monthly rents, or to take a duty on every gallon that passes out. The upset price for the farm of the thana may be the total rents of all the shops now existing, or some duty may be calculated on the actual annual outturn according to the vendors' accounts for 1883-84. In Madras the farmer engages to pay duty on a certain fixed number of gallons; if he makes more, he pays more.

My proposal is one that *per se* must prevent illicit distillation.

It is important to prevent cheap outside liquor from gathering into towns. Limit of retail sale for all shops within eight miles of a town of over 10,000 inhabitants to be reduced to two bottles. If any one requires more, he can either get a pass from a Collector, or he could send 20 servants or coolies to bring two bottles. The object is to prevent its being a paying thing to bring in outside liquor. At present three coolies, carrying a gallon each, cannot be touched; but it would scarcely pay if those coolies could bring in two bottles only. Coolies were regularly sent out from the town of Midnapore to bring in six bottles each, and they could not be touched.

No control over selection of sites. Sale and manufacture should be entrusted to local bodies. It would be most unwise and unsafe to trust irresponsible bodies with the management of an important branch of the revenue.

If it is desired to prevent drinking among the lower classes, it may be made a rule that no liquor shall be manufactured or sold at less than 8 annas a bottle, or at less than a certain strength. This will place it beyond the reach of the poorer classes. I am not inclined to advocate this myself. I would have a well-paid Government officer at each distillery to see that there is only one still of a fixed capacity for each retail shop, and that distillation only goes on at day. The supply must therefore be less and the price must go up.

Statement of Mr. Thompson, Deputy Collector.

I HAVE been stationed at Bhagulpore since May 1880; was put in charge of the Excise Department in June 1882.

I cannot compare the town of Bhagulpore under the two systems—sudder distillery and outstill, but I remarked when I first came to this district that a very large number of men frequented, and were to be seen crowding round the doors of the outstills situated in the town. I had some experience of the towns of Patna, Chupra, and Arrah, and the number far exceeded those I had noticed in the above-named towns, and my experience of those towns was during the sudder distillery system. Within the last 18 months I have noticed a great falling off of persons frequenting outstill-shops. I should say that the number has been reduced by half. This falling off I attribute to prices of food-grains having been higher during the past 18 months than they were in the previous two years.

I believe there has been a similar falling off in the consumption of outstill liquor in the interior. The decrease of consumption in the interior is due to two causes—

1*st.*—The rise in the price of food-grains.

2*ndly.*—The decrease in the number of outstills, and the consequent lessening of competition and the enhancement in the license fees have led to an increase in the price of liquor. When I say that the price of liquor has risen, I mean that the strength of the liquor sold for the same price is now lower than it was 18 months ago.

I have not noticed any increase amongst school-boys, domestic servants, agriculturists, day-labourers, and women.

Under the sudder distillery system the cheapest liquor was four annas a bottle, while the cheapest liquor now sold is four pice a bottle. The liquor now sold for four pice is far weaker than what used to be sold for four annas under the sudder distillery system.

I do not believe that any deleterious substances are used either in distillation or fermentation. I have made particular enquiries, and in some instances thoroughly searched the outstill premises, and have never found any suspicious substances.

Pachwai is not taxed in this district. The outstill liquor does affect the consumption of tari. The reduction of outstills during the past two years has raised the revenue from tari. The increase has been quite 25 per cent.

I cannot speak of the illicit distillation under the sudder distillery system, but all prosecutions for illicit distillation during the past two years have been at the instance of outstill-holders.

The outstill-holders barter liquor for fuel especially.

In my opinion the outstills have not led any single person to become a drunkard. It has mainly induced the tari-drinker to exchange tari for distilled liquor. It has also induced Dhangurs to exchange pachwai for distilled liquor.

I am in charge of the Government estates; the rents from tari have decreased.

Statement of Baboo Uma Churn Bose, Sub-Divisional Officer, Banka.

I AM an inhabitant of this district, but have not always lived here. I have been Sub-Divisional Officer at the Banka sub-division in this district for nearly four years.

I have some experience of the working of the sudder distillery and outstill systems as Deputy Collector in this and Purneah district.

Drinking has increased in my sub-division, but not drunkenness, to a large extent. This increase is amongst the lower orders of the people.

I am not aware that drinking prevails amongst school-boys. There is some increase amongst domestic servants, lower orders of agriculturists, day-labourers, and some women of the lower classes.

People of classes who did not drink before have not now taken to drink. Classes who drank before drink now largely.

I do not think there is a perceptible increase of drunkenness in my sub-division, but on hât and market-days near my camp I have noticed people returning intoxicated. My experience of the sub-division of Banka is confined to the time when the outstill system was in full force. I cannot therefore compare the present state in regard to the increase of drunkenness with that under the sudder distillery system.

The last four years that I have been in the Banka sub-division have been on the whole prosperous. In the current year I fear there will be hard times for day-labourers as well as cultivators.

The cheapest liquor sold now at Banka is usually four pice a quart bottle, but sometimes it is sold as low as two pice a bottle.

The outstill liquor does not appear to be injurious, and I have never heard that any deleterious substances have been used in preparing country spirits.

There is now less consumption of tari, as I see a very large number of tar and khejoor-trees lying untapped.

The increase in drinking is attributable to the very low price for which the outstill liquor is being sold.

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There were cases of illicit distillation detected under the sudder distillery system as well as under the present outstill system. I give below the figures—

In 1875 ...	... 4 cases.	In 1880	... 2 cases.
„ 1876 ...	... 7 do.	„ 1881	... 4 do.
„ 1877 ...	... 14 do.	„ 1882	... 2 do.
„ 1878 ...	... 2 do.	„ 1883	... .
„ 1879 ...	... 1 case.		

All these cases relate to Banka sub-division.

To prevent the evils of the outstill system, I would restrict the size of stills, but I am not prepared to give the details of the suggestion.

Statement of Baboo Guru Charan Banerjee, Sudder Abkari Darogah.

I HAVE been in this district a year and a half, but I was also Abkari Darogah in the Purneah district for about 22 years.

Regarding the sudder distillery and outstill, I am in a position to state that during the period of sudder distillery the poorer classes had very little chance of drinking, because the retail vendors used to sell the article in question at a very high rate, on which account the people of the Purneah district left off drinking to a great extent, *i.e.*, about 80 out of 100. Out of these 80 people who left off drinking, about 20 took to "tari-drinking and smoking ganja." The people of Bhagulpore, belonging to the same class, used to drink only. When the outstill system came into operation, those who used to drink tari and smoke ganja took to drinking, but by doing so they did neither suffer in health nor were reduced to poverty.

During the past 10 years the number of people in the Purneah district drinking spirit increased to double the previous number, that is, from 20 to 40 per cent., and in the Bhagulpore district from 40 to 60 per cent. The cause of this increase is owing to the cheapness of the article, as well as to the readiness with which they obtained it.

There has been no increase of drinking amongst school-boys, domestic servants, and women, but there has been a good deal of increase among the agriculturists and day-labourers.

Those who were not addicted to drinking at the time of the sudder distillery have not taken to it during the period in question.

There is no increase in drunkenness, owing to the comparative weakness of the spirit.

Owing to the prosperous state of the Purneah and Bhagulpore districts the sale of spirit has increased.

During the period of sudder distillery a quart bottle used to be sold in the Purneah district from four annas to one rupee, and in the Bhagulpore district nearly at the same rate. During the outstill system in the Purneah district a quart bottle fetched from three annas to one rupee, and in the Bhagulpore district from one anna to one rupee.

Liquor sold at the time of sudder distillery was stronger than the liquor sold at the present outstills.

The sudder distillery liquor was of course more injurious to the health of the people than the liquor of the present outstills, because the former used to be adulterated to a great extent by mixing dhatura, nux-vomica, kootki, &c., in order to keep up the intoxicating quality up to the mark, which generally diminishes by carriage in earthen jars to a great distance. No such adulteration is now made owing to the cheapness of the materials from which the liquor is distilled, and to the fresh supply being always at hand, to the great satisfaction of the drinkers.

Since the introduction of the outstill system the sale of tari has diminished to a great extent.

There was a great deal of illegal distillation or traffic before the outstill system came into operation. While I was in the Purneah district, at the sub-division of Sahebganj, in 1862, I came in contact with several parties who used to do so in thana Kharooa, villages Kaligram, Doomra Hall, Doorgapore, Shabaypore, Musnagachee, Shihipore, &c., and who were consequently punished according to law. After which, when I was transferred to the head-quarters of the Purneah district in 1866, I arrested not less than 95 persons carrying on the same illegal practices. Owing to the above arrests the revenue of country liquor increased in 1870-71 from Rs. 20,832 to Rs. 48,681. Rs. 20,832 was the revenue in 1866-67.

The zemindars and well-to-do people are in the habit of sending their own materials for distillation of liquor for their private use.

Drunkenness has not increased among the higher classes of people, because they do not use cheap quality of liquor. The educated natives drink European wines, and those who do not know English and have no communication with Europeans drink country liquor of the best quality, which sells at the highest rate.

During the present outstill system country liquor is occasionally sold after the time appointed by law, but this has always been the case before the introduction of the outstill system, *i.e.*, during the distillery system.

Liquor is sold in exchange for grain, ornaments, &c., but secretly. Besides the above, they generally have secret dealings with thieves, who take the liquor before going to commit theft without any payment whatever, but on their return (if they are successful) they pay their vendors more than ten times the price of the liquor they took.

There has not been any relaxation in the morals of the people in the Purneah or Bhagulpore district.

There has not been any injury done to people by taking to drink in this part of the country, but I hear that it has caused serious injury to the people in Bengal Proper.

In my opinion there should be no place of distillation within five miles from the head-quarters of any district. In the mofussil of the Bhagulpore district the old distillery places should be restored and annually sold by public auction; the retail vendors will draw their supply from them. This will raise the retail price of the article, and consequently the poor people will generally leave off drinking. This will not be applicable to the interior of the Purneah district, firstly, because it is annually inundated; secondly, because it is on the frontier of Nepal, where a quart bottle is sold for two or three pice; and thirdly, because there is a class of people, called "Madua Sooree," who are in the habit of distilling liquor privately and selling it at a cheaper rate. I beg to add that all stills used in the Bhagulpore district are made of copper, and 10 gallons of liquor can be distilled from each such still at one time, and the still can be worked eight times in a day. Such copper stills are scarcely used in the Purneah district except in two or three places. In the Purneah district generally all stills are made of clay, and are smaller in size, so that only two or three gallons of liquor can be distilled at a time, and they cannot be worked more than three times in a day. Comparing the strength of country shop liquor of the Bhagulpore district with that of the Purneah district, the latter exceeds in strength. The reason of clay stills being used in the Purneah district is owing to the people of the district generally prizing the liquor distilled from the mixture of *chura* and *kurcha** more than the liquor obtained from mohwa. Every *máth* or wort is ordinarily composed of five seers *chura* and 10 seers *kurcha* and 8 gallons water. This mixture is put in one clay still, which yields 3 gallons of liquor, and the strength of this liquor is 50°—60° under London-proof.

In the Bhagulpore district one maund of mohua (40 local seers, 100 tolas making a seer) gives 8 gallons of liquor to which 24 gallons of water are added, making 32 gallons in all. As a matter of fact, this liquor is far below in strength, even less strong than 60° under London-proof.

* The rice is first half-boiled, then the water is thrown away. The half-boiled rice is dried, and it is mixed with the powder of *bakar*. These are then put together in bags to prevent air from coming in. They then begin to ferment, and then they are taken out of the bags and exposed to the sun. This is called *kurcha*.

The difference in the strength of liquor distilled in clay stills from that distilled in copper stills is owing to the mouths of the funnels affixed to the clay stills being joined to the basin in which the liquor falls; whereas in the copper stills the mouths of the funnels are not joined to the basin, but they remain separate from the basin, thereby diminishing the strength of the liquor distilled, because there is greater evaporation of the spirit in the latter case. I beg to say that I have also been asked to state the number of shops, with revenue, which existed during the time when the abkari mehal was held in farm. In reply I most humbly beg to say that the mehal was farmed to Mr. Grant in 1859, and the details, as far as I have been able to get from the old servants of Mr. Grant, are given below. The details will show the number of shops that were situated in the Sudder Kotwali thana and within the town.

1859—(*last year of the farming system*)—

Thana Kotwali ... ... 14 shops. Rs. 2,128 paid to Mr. Grant monthly by the sub-lessees.

1877-78—(*last year of the sudder distillery system*)—

Thana Kotwali ... ... 40 shops. 31,428 gallons of liquor were sold during this year, 1877-78.

1882-83—

Thana Kotwali ... ... 16 shops. 203,744 gallons of liquor were sold.

Statement of Daood Ali Khan, Inspector of Police of the Town of Bhagulpore.

I AM not an inhabitant of this district, but I have been here for about 12 years as Inspector of Police—in the interior for about seven years, and in the town for about five years.

I have no practical experience of the working of the sudder distillery and outstill systems, but I know what they are.

There has been an increase of drinking to the extent of 50 per cent. I state this from my personal observation, made during my official duties in the interior. The increase has taken place amongst Jolhas, Tanti, Lohar, Barhi, Chamar, Kahar, Dhobi, Hajjam, Dom, Dossadh, Kunjra, Kabari, Khedmudgar, Gwalla, Gangota, Chye, Markundeh, Sonthal, Paharya, Kadar, Naiah, Bhuiyah Dhangur, Bind, Banpur, Goladar Sunderia, Baniya; all men and women of these castes drink. They used to drink during the sudder distillery system also, but they drink now more owing to cheapness of liquor. Kayasths and Mahomedans who used to drink formerly drink more now.

During the sudder distillery system the minimum retail price of spirits was five annas per quart bottle, and the minimum price of the same is now four pice a bottle. The bottle of spirits sold for five annas contained one-fourth of water, *i.e.*, three parts liquor and one part water, and that sold for four pice contains no water. I have seen the process of distillation at outstills, but I do not know what quantity of liquor each distillation yields; nor do I know that any quantity of water is mixed with the liquor.

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I do not know that there is any drinking amongst the school-boys. There has been an increase amongst the domestic servants, agriculturists, day-labourers, and low women—over 50 per cent.

Those people, who did not drink before on religious scruples, have not, I believe, taken to drink now. These people are not confined to particular castes. There is now a less number of drunken cases than two or three years ago. I mean to say that people go about the public roads less frequently now than before in a drunken state for fear of being punished. They drink now within the outstill compound; formerly the liquor shops did not afford sufficient place to accommodate drinkers.

The cause of the increase of drinking is simply cheapness of liquor caused by the introduction of the outstill system.

The last five years have been on the whole prosperous. I believe this prosperity has affected the consumption. The people drink more in consequence of it.

I am not aware that the liquor is drugged in this district.

Zemindars and well-to-do people frequently get liquor distilled at outstills from materials supplied.

The outstill-holders sell liquor on credit, and also in exchange for articles, such as mohwa and fuel. They do not sell in exchange for cloths or ornaments.

They sell liquor during forbidden hours, but secretly.

The increase of drinking I believe has increased crime, such as theft, burglary, &c., for every thief drinks before he goes thieving. There has been a larger number of cases of theft last year than in 1882, but in the years 1879 to 1882 the number of cases was less.

I would restrict the sale of spirits to one bottle, and reintroduce the register of sale kept by the vendors during the daily tax system, in which the name of the vendee and the quantity of spirits taken by him had to be entered by the vendor. This register acted as a check on consumption, as a man did not like to appear in the register as a habitual consumer of country spirits.

I would retain the outstill system, as the sudder distillery system opens a door for immense fraud by the distillery establishment, and entails loss of Government revenue.

I would put a very heavy tax on every liquor-shop, and thereby cause an increase to the selling price, which will have the effect of reducing consumption.

During the sudder distillery system there was illicit distillation to a large extent. There is no such distillation now, as there is no inducement to do so when the liquor is sold very cheap, viz. four pice a bottle.

Statement of Baboo Nibaran Chandra Mukerjee, M.A., B.L., Pleader, Judge's Court.

I AM not an inhabitant of this district, but have resided here since March 1868. I first came here as head-master of the local Government school, and after seven years' service I joined the local bar.

I have no practical knowledge of the working of the sudder distillery and outstill systems. My experience is derived from an observation of the general effects of the two systems.

I have reason to suppose that drinking has increased. My grounds are—

(1) Personal observation, *i.e.*, I now come across more people who betake themselves to drinking than formerly.
(2) Reports from other men, who one and all state that drinking has increased.
(3) A comparison of the figures representing the quantity of liquor consumed in this district since ten years ago with those at present.
(4) The fact that the wholesome effect of public opinion against drinking which existed formerly is now disappearing.

My impression is that the increase of drinking has taken place in almost all classes of the people of the district, the higher classes using imported liquor and the lower classes country spirits; but in the interior of the district, even among higher classes, such as Rajputs, Babhans, and such other castes, country liquor is in use. I am unable to say anything about the extent of increase.

I do not know the exact reason why rich people in the interior should take to country liquor, but my idea is that probably because there are increased facilities for obtaining the liquor.

I have no personal knowledge of the increase of drinking among school-boys, but I came to know of an instance in which some boys of the Government school were found to drink and punished. This happened about three years ago. While I was head-master of the local Government school, about ten years ago, complaints reached me of boys taking sidhi and ganja.

I think there has been an increase of drinking among domestic servants. I have not personally observed in my own household, because I am particularly careful about my servants, but my friends have often complained of their servants being drunk.

I believe that there is also an increase of drinking among agriculturists and day-labourers. As for women, I have no information. I am unable to state the extent of increase.

I cannot say whether castes which did not drink during the sudder distillery system have not acquired the habit of drinking, but numerous men who did not drink then have now begun to drink.

I say that there has been an increase of drunkenness, and I attribute this to the greater facilities for procuring liquor which are afforded by the outstill system, and to the cheapness of the liquor sold; and very slightly it may be owing to the fact that the earnings of the poorer people are now somewhat better, but this last cause does not appear to me very cogent. It is only since the last three or four months that I hear that owing to dearness of food-grains the sale in the liquor-shops has been somewhat reduced. It is this fact that induces me to mention the last cause. *Bhagulpore.*

By facilities I mean the favourable situation of the shops. I do not know whether there are a larger number of shops than before. Liquor may, however, be got at any time to any extent.

The last five years have been on the whole prosperous, but nothing marked. I do not think this has materially affected the consumption of liquor.

I have heard that distillers do adulterate their liquor. My kahars (bearers) say that they feel a sort of headache after drinking outstill liquor.

By enquiries made among the passees, I have ascertained that there has been a considerable decrease in the consumption of tari since the introduction of the outstills.

I do not know anything about illicit distillation.

I have heard that zemindars and other people of the richer classes sometimes get liquors manufactured at the outstills from materials supplied by them.

I have already stated above the information I have as to the increase of drinking among the upper classes, but I am unable to say whether it is the outstill system that has led to the increase. Many people of the higher classes use imported spirits. I know nothing about the extent.

I have no personal knowledge whether liquor can be obtained from outstills during the prohibited hours, but I have heard it can be.

I have no personal knowledge, but I have heard that the outstill-holders sell liquor in exchange for articles, and also on credit.

I have seen drunken people commit crimes, such as assaulting their women and relatives, even to the extent of shedding blood. Drunken people go about disorderly in the streets, sometimes singing obscene songs. There have been impoverishment and dissensions among families. Drunken people get their morals loose. I have found persons addicted to drinking imbibe immoral habits in their relation to women.

I do not know of any class of people whose material prosperity has been injuriously affected by the habit of drinking, but I know of persons who would have done better if they had not taken to the habit of drinking. In fact, I know of instances where, owing to the habit of drinking, continual poverty is the rule in spite of decent income.

Supplementary Statement.

We have now stills for the preparation of spirits in each shop licensed. This gives extreme facility for the production and supply of liquor. To prevent this, I would suggest that all the stills within a certain area should be brought into one central distillery, to be located in that area. The holder of each licensed shop will have the privilege of placing one still in the distillery, and will be allowed to manufacture liquor at his own expense in that still. A sufficiently heavy duty should be charged on the still, allowing the liquor manufactured to pass out free: or, if this be not convenient, then, as was the practice in the sudder distilleries, each gallon manufactured should be charged with duty.

By this means a double advantage will be secured. Obstruction will be placed on the too easy supply of liquor, which is now the rule. A certain quantity will necessarily remain at the shop at a certain time to meet the demands of the neighbourhood, and it will take time to have more liquor brought there: so the supply will be limited to some extent. Then, again, the spirit will become somewhat stale and unattractive by the time it reaches the shop; thirdly, the levy of the duty and the charges of transit from the central distillery to the shop will have the effect of raising the price of the spirit, and so of placing it above the reach of the poor.

To make the effects mentioned above the more potent, I should suggest a regulation of the capacity of the still for each particular shop, according to the proper and legitimate demands of the neighbourhood: and this regulation, as well as the selection of the site of the shop in a retired and out-of-the-way place, should be entrusted to the hands of the local bodies that would have, by the contemplated local self-government scheme, control over local matters. These bodies, however, at least for the purposes of the duties now under consideration, should have the advantage of the presence of the resident religious teachers or missionaries.

The arrangements suggested above may have the tendency of causing liquor to be manufactured in an illicit way. But the excise question is one the solution of which is necessarily placed within two boundaries opposite to each other, namely, illicit manufacture of spirits on the one hand and an undue facility to drinking on the other. These are the two shoals between which the vessel of excise administration will have to be carefully guided, and that system will be considered the best that will give the least possible indulgence to both. A system that will get rid of both *altogether* can hardly be imagined. It will partake too much of a revenue policy if attention be paid to checking illicit manufacture, nor is there anything in a slight degree of such manufacture that is to be specially dreaded.

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On the other hand, a policy that will try to be *too* strict in the supply of liquor will defeat itself, as in that case inducement will be held out for much liquor to be produced unlawfully to occasion in society the very drunkenness which such policy will want to check. Out of these considerations, I should suggest that the duty that will be levied on the still or the manufactured spirit in the central distillery must not be very heavy. Perhaps a graduated scale, varying with the cost of production of the several districts, may be a very suitable one. But at the same time the duty must be sufficiently heavy to have the effect of making the liquor dear. Then, again, I would suggest that men on good pay should be appointed to look after the repression of unlawful manufacture. People with small pay will always prove dishonest. There is now a good supply of educated men in the country. On decent pay they may be well utilised.

My suggestions have in them very much the character of the sudder distillery system in fact, on a careful consideration such a system appears to be the only possible improvement upon an outstill system. When there is an unrestricted sale of liquor and consequent drunkenness in a country, the first step in advance that it is possible to take is to lessen the production and raise the price by centralising the manufacture, that is, in other words, to have licensed outstills. Then the next step in advance will be still further to centralise the manufacture: in fact, to have something like the late sudder distilleries. Further on, to raise the price, a heavy duty should be imposed on the quantity produced. This is exactly what happened in the country. We had the sudder distillery system after outstills, and when we reverted to the latter, we really made a retrograde step, opposed to experience and civilization. Of course, as in case of all repressive measures, there was, and when again the sudder distillery system will be adopted, there will be, illicit manufacture. But that was never much, and will be very much kept down by competent superintendents. What still will remain will not be worth much consideration, and will decidedly be preferable to the impetus to drinking given by outstills. This latter implies a direct infringement of a moral duty by Government; whereas the former, not leading to excessive drunkenness, is a question of revenue only.

As to suggestions for the improvement of the outstill system, if it be not abolished, I have the following to offer :—

(1) Regulation of the capacity of the still in each shop.

(2) Local bodies, among whom local religious missionaries and teachers must be included, should be consulted in the matter of the regulation of the capacity of the still.

(3) The shops should be placed in retired and out-of-the-way places.

(4) Local bodies should be consulted in the selection of the site of the shop.

(5) The price of spirits must be regulated: a high minimum retail sale price, say some 4 annas per bottle, must be fixed. Vendors infringing this should be heavily punished.

(6) Drinking in the premises of the liquor-shop should be prohibited.

(7) The hours of manufacture and sale must be regulated, and strict supervision should be made on this point.

(8) Liquor should not be sold to children or to women.

(9) Drunkenness and crimes resulting from it must be visited by law with severe punishment.

(10) Government officers placed in charge of excise administration must be made to look not only to the revenue side of their charge, but also to the moral side of it. The reports should publish a statement showing the statistics of crimes from drunkenness, the quantity of liquor consumed, the nature of the sites of the shops, the general state of drunkenness in the district, and statistics of crimes arising from the infringement of abkari laws and rules.

Statement of Junnoolall, one of the principal shareholders of the eight outstills of the town of Bhagulpore.

I AM not an inhabitant of this district, but I have been residing here since the last 20 or 22 years. I had always the lease of some liquor-shop or other.

I have practical experience of the working of both the sudder distillery and outstill systems.

There has been an increase of drinking and drunkenness since the last three or four years. This increase has taken place amongst the lower orders of the people. This increase may be said to be 25 per cent.

School-boys do not drink. There is some increase amongst domestic servants, agriculturists, day-labourers, and women of Sonthals and Paharyahs.

Those people who did not drink during the sudder distillery system have not taken to drink now, but the people who drank before drink now more.

The last five years have been on the whole prosperous. This prosperity has increased consumption to some extent.

The cause of the increase of drinking is simply the cheapness of the liquor under the outstill system.

Under the sudder distillery system the minimum retail price of spirits was two annas a quart bottle. This bottle contained two parts water and one part liquor. At present the

minimum price is four pice a quart bottle, which contains one part water and an equal part liquor. Under the sudder distillery system four gallons of pure liquor used to be drawn from one maund of mohwa, while now eight gallons, or double the quantity, are drawn. In the former system no water was mixed in the distillery, but water used to be mixed in the shops for sale. At present eight gallons of spirits are received in a jar with eight gallons of water at the outstills.

The liquor manufactured in outstills is weaker than that manufactured in sudder distilleries, as we draw now double the quantity of liquor from one maund of mohwa drawn in a sudder distillery.

I am not aware that the spirits distilled in outstills is in any way more injurious to health than that distilled in sudder distilleries.

The liquor is not drugged here with any deleterious substances.

Since the introduction of the outstill system the sale of tari, I believe, has begun to decline, but during the tari season the sale of country spirits decreases to the extent of 10 or 12 per cent. During the sudder distillery system there was illicit distillation to a very large extent. There is no illicit distillation now, as nobody would take the trouble of having recourse to illicit manufacture and go to the expense and risk of doing it when he could get liquor from licensed shops at the cheap rate of one anna per bottle.

To put a check on consumption, I would reduce the number of outstills and prohibit the sale of spirits at less than two annas a bottle. I would have sudder distilleries in towns and outstills in the interior.

The bottle of spirits now sold for one anna is stronger than that formerly sold for two annas, because the latter is fresher.

Under the sudder distillery system from 40 seers of mohwa four gallons of spirits were extracted, paying a duty of Re. 1-5 to Re. 1-6 a gallon. No water was mixed with this in the distillery, and were supplied mainly to the shops in the interior. The shopkeeper mixed about one-sixth water with this, and used to sell at six annas a bottle. If it were made from pure goor, it would sell higher. The ordinary dokani liquor was made as follows:— From 40 or 20 seers of mohwa, according to the size of stills, a little over six gallons or three gallons of spirit were drawn into a receiver containing about ten or five bottles of water, and thus yielded a liquor, three or four gallons, as the case might be, at a strength paying 12 annas a gallon. The water was put in the receiver to correct what Kalwars call sourness, which is found when large quantities of spirits are drawn from the materials. The liquor so obtained was again mixed by the vendors twice in bulk of water, and sold at two annas a bottle. Under the present system, in making dokani eight gallons of spirits are drawn from 50 seers of mohwa into eight gallons of water in the receiver, and the mixture is sold at one anna a bottle. When the sudder distillery system first commenced, there was no hydrometer. There was a fixed duty of four annas a gallon. When the hydrometer came in, the duty on the dokani was five annas a gallon, and the selling price of liquor to consumers was the same. Afterwards, when the duty was raised, the tax on dokani was 12 annas, and the retail price was raised to four annas a bottle. Afterwards the duty was raised again to one rupee a gallon on dokani; the selling price was then raised to six annas. When there was no hydrometer, a large amount of liquor passed out of the sudder distillery. The amount was largely reduced when the hydrometer first came into use, and the duty was levied according to the strength.

The amount of liquor was further reduced when the duty was raised. With each rise of duty the amount of liquor passed out of sudder distillery diminished.

Supplementary Statement.

I HAD stills in the Colgong sudder distillery for two years. I also had eight licensed vend shops. The cheapest liquor sold under the sudder distillery system for two annas a bottle was very little stronger than the liquor now sold for four pice a bottle in the Bhagulpore Municipality. This refers merely to licensed vend shops situated in the immediate vicinity of the central distillery, whence, however, the liquor had to be carried to a distance before it reached the consumer. The loss of strength caused by carriage and time was made up by mixing foreign substances, viz., mahabhari, bach, kut, kutki, and chirata. The liquor now sold for four annas a bottle would under the central distillery system fetch six annas if sold in the immediate vicinity of the distillery, and eight annas if sold in outlying tracts. Practically, however, the liquor was watered down and made weaker, and sold for six annas in shops lying at a distance from the sudder distillery. The liquor now sold for eight annas fetched 12 annas at the time of the central distillery system. This quality of liquor was sold for the same price in town as well as in outlying places. In the central distillery time the strongest liquor was London-proof. No liquor above London-proof passed out of the doors of the distillery. If the liquor made showed a strength above London-proof, it was mixed with weaker spirit and brought down to London-proof strength. The strength of liquor obtained from a given quantity of material was seldom uniform, and was beyond the control of the distiller. It might one day be below London-proof, it might another day be exactly London-proof or it might be above London-proof. The strength of liquor depended very much on the freshness of the material.

I have heard that dhatura is put into tari. Dhatura is never put into distilled liquor. The tari-vendor pounds the dhatura seeds and puts in a small quantity of the powder during the time of fermentation. When dhatura is not used, kuchila is burnt and then pounded and added in the same manner as dhatura.

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Statement of Baboo Surjya Narain Sing, Zemindar and Vakeel.

I was not born in this district, but I am here since I was six years old, with the exception of five years, when I was at Calcutta, prosecuting my studies in the Presidency College.

The only experience I have had of the working of the sudder distillery and outstill systems is derived from observation of the results of the two systems, as a person who takes an interest in public questions and in the welfare of the community.

I have reason to suppose that drinking has increased in this district during the last ten years. My reasons are—

(1) I see more men drunk now than under the sudder distillery system.
(2) I hear also from people that drinking has increased.
(3) The outstill system affords greater facility for drinking; it also affords greater facility for selling, and the price of liquor is cheaper.

By facility of drinking I mean that the outstills are so situated that they command a circle of villages, and the people can get liquor on credit as well as for grain, which I believe they could not get before. Drinking is also very general at the outstill premises. Formerly the shopkeepers brought their supply from the sudder distillery, had limited sales and limited supplies, and they had therefore less inducement to sell on credit. The consumers under the sudder distillery system were comparatively well-to-do people, and hence they had no occasion to take liquor for grain; while now the cheapness of liquor has drawn the poorer classes of people, who, if they have no cash, exchange their grain for liquor, and the outstill-holders would not refuse the barter, as they want to sell as much as they can anyhow.

The increase has taken place among all classes of people who have no religious scruples to drink. Brahmins, Babhans, Agarwala, and some other Bania castes, and certain classes of Mahomedans, do not drink.

I am not aware of any increase of drinking among school-boys, but it has increased among domestic servants, agriculturists, day-labourers, and women. I cannot say to what extent, but it is very large.

I am not aware that any particular classes who had scruples against drinking have taken to it now, but from enquiry I have come to know that agriculturists, day-labourers, and others, who could not afford to drink while the sudder distillery system was in force, have now taken to drinking. It has been introduced in villages where there was no drinking under the sudder distillery system. Men belonging to the Gangota caste, who rarely drank before, now drink.

I should attribute increase of drunkenness to the outstill system, which has a tendency to cause larger consumption of liquor consequent upon cheapness of price.

Although prices of food-grains have been cheaper, production has not kept pace with the cheapness of price: hence the agriculturists cannot be said to have been in much prosperous condition during the whole period of the last five years. Of course prosperity of the drinking classes affects the consumption of liquor, and it may have had some effect on consumption during the last five years; but I am inclined to think that the prosperity of the people during the last five years was not so great as to afford an abnormal impetus to drinking. The increase is chiefly owing to the introduction of the outstill system.

At present the retail prices are—

Four pice per quart bottle of dokani.		
Four annas	ditto	ditto.
Eight „	ditto	of dobara.
One rupee	ditto	ditto.

When the sudder distillery system was in force, the prices were in some cases—

Two and three annas per quart bottle of dokani.
Four to six annas, eight annas, and one rupee per quart bottle of dobara.

My information as to the strength of the liquor sold under the two systems is this: One bottle selling at two annas formerly would produce the same degree of intoxication as one bottle selling at one anna now does, and two bottles procurable for two annas would now bring on drunkenness to an ordinary drinker.

My information is that the liquor distilled in outstills here is not more injurious to health than that which used to be distilled in the sudder distilleries. I understand that dhatura and other poisonous substances are not used either in the preparation of spirits or afterwards.

The consumption of tari has diminished since the introduction of outstills, because I find that tari-sellers do not show that eagerness for leasing date and palm-trees as they used to do before. There is no pachwai here.

There were some cases of illicit distillation in Banka sub-division, but they were very few. I cannot assure that it does not exist now.

I am informed that zemindars and people of the richer classes get liquor manufactured at the outstills from material supplied by them, and this used to be done also when the sudder distillery was in force.

These people who cannot afford to buy imported liquor and yet drink, take to outstill liquor. The higher classes of people use imported liquor.

I am informed that liquor can be had at outstills during the prohibited hours.

The outstill-holders supply liquor in exchange for grain and sell on credit.

The moral effects of drinking up n some people addicted to it are bad. Increase of thieving and other crimes, such as assaults and offences of similar nature, are the results.

The material prosperity of Sonthals, Pahariyas, Dhangurs, Banpars (fishermen), Chamars, Doms, Kahars, Jolhas, and to a certain extent of Kayasths, has been injuriously affected by the habit of drinking.

It is very desirable that the spread of drinking should be checked. If liquor be not easily accessible, and be dear, consumption would be limited. I consider that the sudder distillery system is well calculated to effect this object. The advocates of the outstill system object to the other system, on the score that it leads to smuggling and illicit distillation; but I do not concur in the validity of this objection. Illicit distillation cannot be general. The instances that came to light in this district were confined to the jungly parts of the sub-division of Banka, and the liquor so distilled can only be used by a very few individuals. Strict and good supervision would minimise illicit distillation and smuggling, if not remove them altogether. The question is, whether it is better that Government should allow the existing system to remain in force, although it leads to widespread drinking and its attendant evils, because a few cases of illicit distillation and smuggling may occur, than abolish it altogether, and thereby save a large number of poor people from ruin. If the cause of humanity be kept in view, there can be but one answer to this question. Illicit distillation and smuggling are mere flimsy pleas put forward for the sake of maintaining a system which stands condemned by the united testimony of all right-minded men. The excise administration should be conducted with the sole object of limiting the consumption of liquor without any regard to its result on the revenue Hitherto a successful excise-officer was he who increased the revenue, though it was only possible to do so by increasing consumption. No explanation should be called for, no promotion stopped or retarded, if revenue should fall but consumption decrease. Profession, that the object of the excise system is to check consumption, should accord with practice. Has profession accorded with practice in the past, and does the outstill system, as heretofore administered, afford proof of such accordance?

It is possible to suggest improvements in the present system. To diminish supply, distilling retorts or stills of a given capacity, and of a limited number, may be directed to be used, so that only a certain quantity of liquor may be manufactured each day at each outstill, and a more limited number of shops may be allowed; but if these remedies prove at all efficacious, would not illicit distillation and smuggling be resorted to in order to obtain a larger supply and a larger custom? These devices may not, however, in the end produce the wished-for result, and they are by no means so efficacious as the system of central distilleries.

If the outstill system be kept on, it must be improved by the introduction of measures which would limit the consumption of liquor by the manufacture of a limited quantity, by decreasing the number of shops, and by abolishing sales on credit and for barter and the obnoxious practice of drinking at the outstill premises. Heavy penalties should be attached to a breach of the rules that may be laid down on these matters.

Within municipalities the entire control over the selection of the sites of liquor-shops, and the manufacture and sale of country spirits generally, should be entrusted to the Municipal Commissioners. My reason for making this recommendation will appear from the following narrative of facts. Within the Municipality of Bhagalpore shops have been licensed on public roads, and they are a source of great nuisance to the public, though the selection may be advantageous for revenue. Dirty water from an outstill used to flow into the public drain on the roadside. At the suggestion of a high official the Municipal Vice-Chairman took up the matter, and the holder of the outstill was prosecuted under the Municipal law. The same high official, when told that the prosecution, if successful, might affect the revenue, instructed the excise-officer to look after the case on behalf of the accused, and the result was that the claims of revenue preponderated over those of conservancy, and the accused was let off.

Whether, similarly, the control over liquor-shops should be entrusted to local boards is a larger question; and as these bodies have not yet been constituted, I am not now in a position to offer a decided opinion on the subject. The control over the selection of the sites of liquor-shops may, however, be vested with advantage in local boards, whatever their constitution may be.

Statement of Baboo Tejnarain, Zemindar.

I AM an inhabitant of this district.

I have experience of the sudder distillery and outstill systems. (*a*) In the sudder distillery system the abkars used to prepare their wines at their own cost under the superintendence of a darogah appointed by the Government in the Government distillery. The quality of wines was examined by the hydrometer and thermometer, and a duty was fixed according to its quality and a pass issued to license-holders for its sale at fixed places. (*b*) In the outstill system, where the abkars get their shops purchased by public auction and prepare wine under their own supervision, the quality is not tested either by any instrument or by Government servants.

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Drinking has enormously increased since the outstill system was introduced in this district. The following are the grounds :—

(*a*) The cheapness of the sale caused the consumption to be larger than before.

(*b*) The prosperity of the people. The middle and lower orders of people have specially taken to the habit of drinking in larger quantities.

Drinking has not increased among the school-boys. It has increased among domestic servants, agriculturists, the artizan class, day-labourers, and among the lower classes of women, to double the extent it was during the sudder distillery system.

No new class of people has become addicted to this vice under the present system.

The last five years have been on the whole prosperous in this district, and the increase of prosperity has affected the consumption of liquor.

The retail prices of country spirits under the sudder distillery system were as follow :—

	Per bottle. Rs.	A.	P.
First class wine	1	0	0
Second ditto	0	8	0
Third ditto	0	5	0
Fourth ditto	0	4	0
Under the present system—			
First class wine	1	0	0
Second ditto	0	8	0
Third ditto	0	4	0
Fourth ditto	0	2	0
Fifth ditto	0	1	0

Though the rates of the present system are reduced to half of the former, the qualities are proportionately doubly superior. It is mixed with water for sale in order to make it less strong.

The above information I have derived from persons who distil spirits. I have no personal knowledge.

I think the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries. The reason is that the consumers take more wine at present than before owing to its cheapness: consequently the temptation is very strong. When once they get drunk, they cannot keep themselves within their means.

I have no reason to believe that dhatura or other poisonous drugs are used either in the preparation of the country spirit or for adulteration purposes.

I have never heard that adulteration is resorted to by manufacturers during the Holi or other festivals.

Since the introduction of the outstill system the consumption of tari and pachwai has diminished. I as a zemindar receive now less rent from tar-trees than before.

Illicit distillation was formerly practised in the interior by the manufacturers, but now it has disappeared.

Some zemindars and well-to-do people get liquor manufactured by supplying materials to outstill vendors.

The upper classes of people are not always in the habit of drinking country liquor of the ordinary qualities; they specially take imported spirits.

After the introduction of the outstill system the time appointed for sale was from morning till 9 p.m., but last year an order was issued for sale till 9-30 p.m. in winter and 10 p.m. in summer. The vendors do sell privately during the hours the shops are ordered to close, but very seldom.

The vendors in the villages generally sell in exchange for grain only. They also sell on credit both in villages and towns.

The effect of drinking has been great demoralization, *i.e.*, it has led to poverty and various crimes, to disorderly conduct and riots on the public roads, to the beating of wives and other relations, to singing obscene songs and uttering obscene abuses, to quarrels and dissensions in families, to increase of prostitution, and to premature deaths.

There is no particular class which I can point out as deeply affected by the habit of drinking. This vice has spread equally to all classes.

Every conscientious man, apart from the Government interest, would emphatically say that the spread of country spirit among the lower orders of people has been the cause of their miseries. The spread of imported wines has been the cause of destruction of many noble houses in this country. So in my humble opinion I would suggest that the distillation be carried on only in the sudder distilleries, and that the number of shops be limited. In former times, during the sudder distillery system, there were about 40 shops in this town. One-tenth of this number may be allowed to exist near the police outposts—not on the sides of the roads, but in such places where the people do not always frequent, so that the vendors may not tempt the public who pass through the roads; that an inspector of good character be appointed to inspect the shops, the qualities of wines kept for sale, and the constitution of persons who come to drink; that a limited quantity be sold to each customer. Many a time it has been seen that the vendors do not hesitate to sell to those persons who are of sickly constitution; that the Municipal Commissioners be authorized to

inspect the shops within their wards, and be held responsible for any illicit distillation and smuggling. The spread of dringing has increased prostitution, so the shops should be opened in localities where the people may not have the opportunity of indulging in two vices in one place.

Statement of Baboo Tarini Prasad, Pleader.

I AM an inhabitant of Sonthal Pergunnahs. I live at Bhagulpore for the last 30 years.

I have not much experience of the sudder distillery, but I have experience of the outstill system, as there is an outstill in mouzah Gaddi, pergunnah Parbatpara, in the district of Monghyr, which belongs to me and is in my direct possession.

I have reasons to believe that drinking has increased in this district during the last ten years. I see more people drinking under the outstill system than I used to see before its introduction.

The increase in drinking, as far as my information and knowledge go, has taken place among the following classes:—Kahar, Dhanook, Dhobi, Dosad, Soondi, Musahar, Beldar, Dom, Chamar, Hajam or Napit, Kumhar, Karas, Sonthals, and Goala.

I have not heard of any school-boy drinking. Undoubtedly drinking has increased among domestic servants, agriculturists, day-labourers, and women.

I do not know of any class of people that now drink but did not drink at all previously. People who drank only occasionally drink more frequently now, and many daily.

I see that there has been an increase of drunkenness. The facility afforded by the outstil system, and the cheapness of price of the liquor, are the causes of this increase that I am aware of.

I should say that the last five years have been prosperous in this district, but not generally, nor so far as to enable me to think that it has affected the consumption of the liquor. The main causes of increase in consamption, as I understand, were what I have mentioned above.

I cannot say the precise rates of the retail prices of country spirits, but the present rates are no less than four or five times lower than the distillery rates.

People say that at present two, three, or four pice worth liquor intoxicates a man, whereas under the distillery system even 4 annas worth liquor generally had not such an effect. I hear that since the first issue from the distillery the liquor often used to be weakened by retail sellers by improper means.

I am not able to give very valuable information regarding matters connected with admixture of dhatura, or as to whether the outstill liquor is more injurious to health than the distillery liquor.

Since the introduction of the outstill system the consumption of tari and pachwai has diminished.

I heard now and then of illicit distillation of spirits before the introduction of the outstill system. I believe the cheapness of the price of the liquor and the facilities afforded by the outstill system have to some extent stopped the practice.

I have no knowledge of the zemindars and other people of the richer classes supplying materials to the outstills for getting liquor made for their private use.

The above classes, who are not well-to-do people, drink more than they used to do formerly. Yes; the upper classes of people, who have means to use, do use imported spirits. The extent to which they use them varies in different cases.

I believe in places in the interior of the district the practice of selling liquor after the hour for closure does prevail.

The holders of outstills do supply liquor in exchange for grain, &c. I have never heard of exchange for ornaments. They also sell on credit.

The moral effects of drinking among the day-labourers, the domestic servants, the agriculturists, and the palki-bearers, &c., have been bad. I give the following facts from my knowledge.

Mouzahs Gaddi, Anantpur, and Tenghara, in the Jamui sub-division, within the district of Monghyr, belong to me. I visit these places more than once every year.

There exists an outstill in Gaddi ever since the introduction of the system. Men, and even some of the women of lower classes, have taken to drinking. A man of the Kahar caste an old servant of mine, who lives generally with me here, but goes home (Gaddi) twice or thrice a year. Before the outstill system he drank occasionally, but since the distillery and the grog-shop at Gaddi he has taken to drinking daily. His wife, sons, and daughters-in-law, and even a grandson of his, aged seven years, have taken to drinking.

The distillery and the grog-shop being very close to the inhabited portion of the village, and on the road running from Bariarpur station to Jamui, travellers and persons living in the village and adjoining villages frequently gathered at the premises, and disgraceful scenes and disturbances took place. I repeatedly told the farmer, distiller, and shopkeeper, a resident of the town of Monghyr, to sell liquor and then and there dismiss his customers, but he paid no heed to this. At last I gave him a notice to quit the premises and to establish his shop and the distillery at a site little distant from the bustee. He complained to the Magistrate, who issued a

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notice upon me telling me I had no power to oust him. I as landlord had every power to do so under the terms on which he had taken possession of my land, but I took no further action, and at last at the end of the term of his license I sent Dharam Mundle, my ryot, to go and outbid every outsider on the occasion of the issue of a fresh license for the following year, and to make the necessary advance by taking money from Baboo Dabee Prasad, a friend of mine at Monghyr, whom I had asked to lend the man on my behalf as much money as might be necessary. He did so and got the license, which is in operation. The result is that he acts within a certain limit to prevent to some extent the evil effects which were the subject of complaint of myself and some other people in the village. I made advances to Karas, Sonthals, Mussahars, and Beldars to work in the construction of bunds, dands, and other means of irrigation. Since the last three years I find that a good portion of the advances had gone to the grog-shop and my work was very much neglected. I engage at present daily Musahars, &c., to work at Anantpur, where I am building houses for cutcherry, and I find that the existence of the outstill is not only injurious to me, but also to the coolies engaged.

I had to attend a local enquiry, made at my request, on the 23rd January last by the Sub-Divisional Officer of Jamui regarding a boundary dispute between me and the proprietor of a neighbouring village. My palki-bearers, as also those of two mooktears, told me at Gaddi that as they were very much tired, and as I had to leave that very day for Jamui station, they required an anna each to drink. They told me they should carry me in the palki at 3 p.m. I gave an anna each to my bearers, and also the same amount to the bearers of the two mooktears.

They drank at about 12 o'clock, and were so much intoxicated, that I had to search for and engage other bearers. When those thus engaged lifted my palki, the drunkards all came and quarrelled with them and separated them from my palki, and they themselves took up my palki. They had proceeded only about 20 yards when they dropped themselves and my palki. My newly-engaged bearers, and some of those who were not very bad with the effect of the liquor at the time, took me to the station. The two mooktears could not leave the place that day, as their bearers were that day as bad as mine. Modan Mahra, a young man, aged about 26 years, had taken to drinking to such an extent that his health suffered much. At his father's request, I had him placed for more than a month under Dr. Woomesh Chandra Roy's treatment. He is now much better.

Disease and distress have been in some cases the result of excessive drinking. The lower orders of the people, namely, Beldar, Karas, Sonthals, and palki-bearers, are injuring themselves by drinking of the cheap liquor that the present system has placed within their reach. These classes use the country spirit manufactured in the outstills, and seldom consume any other liquor.

The consumption ought to be reduced by the price being raised and the license to distil an unlimited quantity being disallowed. Limit the number of shops over a given area, fix a high rate of duty, and employ a good and sufficient staff of preventives to check smuggling and illicit distillation. I would propose these as the best means whereby the evils now complained of may be remedied to some extent. I would of course suggest that the selection of sites of liquor-shops be left to local bodies, *i.e.*, respectable residents of the place where they are to be established. The manufacture should be placed under the inspection of public-officers and of any other private men of public spirit who may wish to see that deleterious substances are not used in the preparation of the liquor, and the sale restricted by rules, which should fix a proper duty in view to reduce consumption.

Names of castes who have been in the habit of drinking.	Names of castes who have not been in the habit of drinking.	Names of castes amongst whom drinking and drunkenness have increased.	Names of castes who have taken to the habit of drinking since the reintroduction of the outstill system.	Names of castes who do not drink.
Kulwar, Kahar, Dhanuk, Sunris, Dhobi, Dom, Beldar, Bind Dossadh, Sonar, Teli, Napit, Gwalla, Teor, Tatwa, Tanti, Kurmi, Mussahar, Kumhar, Keiri, Jolha, Chamar, Burhi, Burui, Gooner, Ghatwal, Kandi, Pasi, Korees, Sonthals, and Kayasths.	Brahmin, Rajput, Babhan, Agurwala, and Chhetri.	Kahars, Koras, Sonthals, Dhanuk, Dhobi, Beldar, Mussahar, Chamar, Sunri, Kulwar, and Dom.	I am not aware of any particular castes that have taken to drinking since the reintroduction of the outstill system and who did not at all drink previously. Koras and Sonthals, day-labourers and others, who drank very rarely, since the reintroduction of the outstill system drink very frequently.	Brahmins, Rajputs, Babhans, Agurwalas, and Chhetris.

Statement of Baboo Hurry Mohun Thakur, Zemindar and Honorary Magistrate of the Town.

I AM a resident of this district.

I have no practical knowledge of the sudder distillery and outstill systems.

I believe there has been an increase of drinking and drunkenness since the last five or six years. This increase has taken place amongst the lower orders of the people. The reason of the increase is cheapness of liquor. I have heard that under the sudder distillery system a bottle of spirits which was sold for four annas is now sold for four pice.

Brahmins and other high-caste people who did not drink before have not now taken to drink. The domestic servants of those people who do not drink are not allowed to drink. I have not noticed any increase of drunkenness amongst my servants, but there has been an increase amongst agriculturists, many of whom have sold their bullocks for the purpose of drinking.

There has been also an increase of drinking amongst day-labourers. There is no increase amongst women. Since the reintroduction of the outstill system in the interior drinking has increased. I see more drunken people now than five or six years ago. Beparees who take goods from the town to the interior and *vice versâ* on bullocks or carts get drunk on the way and lie senseless on the road, and they are robbed of the money they possess.

The last five years have been generally prosperous in this district. The wages of labour have also increased. The profits of the agriculturists have also increased to some extent, and this prosperity may be one of the causes of the increased consumption of liquor.

I do not know the retail prices of liquor, nor do I know whether the liquor is adulterated with deleterious drugs.

I believe that the consumption of tari has been affected by the outstill system. My rent from palm trees has fallen considerably since the last three years.

I do not know whether the outstill system has affected the higher orders of the people.

I see now more people drunk and disorderly on the public roads, and as Honorary Magistrate four or five cases came before me for trial in two or three years. There are now more cases of wife-beating, especially amongst the Mukaries (a low class of Mahomedans who load bullocks and carts).

To prevent these evils I would revert to the sudder distillery system.

Statement of Rai Siv Chandra Banerji, Bahadoor, Pleader and Vice-Chairman.

I was born here. I was away for five years when at college. I have lived here all along.

I have no experience of the working of the sudder distillery or outstill system, except from information and from what I could know in the town.

The increase of drinking is amongst the lower classes—I mean the classes other than Brahmins, Rajputs, and Babhans, who have religious scruples against drinking. From enquiries I have come to know this. The increase in the Government revenue proves this.

There is no increase of drinking amongst school-boys that I know of, and none amongst women, but there has been an increase amongst all the other classes.

Drunkenness has increased amongst the classes which used to drink before.

The cheapness of the price is one of the principal causes of the increase of drunkenness.

This year there is scarcity. During the other years there was none.

The minimum price for one bottle was never less than four or five annas under the sudder distillery system; now it is two annas, and sometimes even less.

As far as I know, the sudder distillery liquor was not much stronger than the liquor consumed now.

I have no reason to think that the liquor distilled in outstills is more injurious to health than that prepared at sudder distilleries, nor that dhatura or other poisonous substances are ever mixed with liquor.

Since the introduction of the outstill system the consumption of tari has diminished. Pachwai is not much used here.

I am not aware of the existence of illicit distillation of spirits now or before. If it existed at all, it was a very rare occurrence. There is no reason to believe that it has disappeared.

The zemindars and other people of the richer classes get their liquor prepared at outstills from materials supplied by them, and it used to be done before.

The outstill system has led to an increase in drinking amongst those who cannot afford to buy imported liquor.

The higher classes of this district do not much use imported liquor.

The holders of outstills supply liquor for grain. They sell on credit.

The moral effects of drinking upon the people addicted to it are poverty, increase of crimes, moral degradation of the poorer classes and its attendant evils.

The material prosperity of the following classes has been injuriously affected by the habit of drinking, viz. Sonthals, Pahariyas, Banpars, Chamars, Doms, Dossadhs, Kahars, Jolhas, Kayasths, Kurmis, Dhanuks, &c.

I would suggest the abolition of the outstill system. The strict surveillance of the police will check any smuggling and illicit distillation. It is a nuisance to have outstill shops in the principal streets. The drains along the shops contain putrid water. Lots of drunken men are seen in the streets and in the principal places of business. I am decidedly against the present system.

I would also make the following suggestions:—

(1) Outstill shops not to be in the main streets.

(2) Drinking on the premises to be discontinued.

(3) Hours of selling to be limited to 5 or 6 o'clock.

(4) Stricter supervision as to the quality of the wine sold.

(5) Number of shops and choice of sites to be left to the municipality.

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Statement of Mr. W. M. Grant, Zemindar.

I HAVE resided a part of each year in this district for the last nine years.

I have no practical knowledge of the working of the sudder distillery and outstill systems.

I can speak of my own immediate neighbourhood, which, roughly speaking, comprises the Bhagulpore Municipality. In 1878-79 the increase of drunkenness was so great that we were unable to employ Bhagulpore servants, and had to import servants from Calcutta and elsewhere. Amongst others, we got Ferazees from Dacca, in order that there might be no chance of their drinking. These new servants (Ferazees) kept sober, but the other new servants have taken to drinking. The servants whom we dismissed in 1880 were as a rule old servants. In that year there was one large outstill on one side of my compound in the village of Kanyapore, right on the public road, and I believe there was another small one, Myagunge, on the other side of the compound, but it is the former one which did the mischief. In that year drunkenness was not only noticeable amongst my own servants, but there were constant cases of drunken men lying about the roads helplessly drunk, and we had always to pull up our horses in Kanyapore village in order to avoid driving over drunken people. There is another place in Kaswa, Bhagulpore, which we constantly passed, where drunkenness was equally noticeable in that year (1880). The apparent drunkenness has decreased since that year, but it is still in excess of what I noticed when I first came to India in 1874.

I believe there has been a great increase of drunkenness amongst domestic servants generally. About the same time that I observed in the station of Bhagulpore prevalence of drunkenness, there were frequent complaints from the managers of increase of drunkenness amongst our tenants, especially the wage-earning class, and of the shamelessness with which people drank. There has been a spread of drinking amongst such agricultural classes as Kurmis, Koorees, and other classes, who did not drink of old. I have no personal knowledge of any spread of drinking amongst women, but I have heard that it is the case.

I attribute the increase of drunkenness to the cheapness of the liquor, to the increased facilities for obtaining it, and also to the greater purchasing power owing to the goodness of crops.

I have never heard that the spirits are adulterated with deleterious substances, but I hear that tari is.

When I have said there have been increased facilities for drinking, I specially had in view the fact that the shops in 1878-79 appeared in closer proximity than they had been before. I cannot say that they have been less now than before. I know that the shop at Kanyapore has been removed, but I understood to another place. My impression is that formerly the liquor-shops were in out-of-the-way places and unfrequented thoroughfares, whereas now they are in the most prominent places.

Statement of Baboo Brahmo Nath Sen, Manager of Raja Lilanand's Estate.

I AM not an inhabitant of the district, but have been residing here for nearly two years as Manager of Raja Lilanand Singh Bahadoor's estates.

As Deputy Collector I was in charge of the Excise Department in Mymensing, and had experience of the working of the sudder distillery and outstill systems in several sub-divisions of Lower Bengal, such as Attia in Mymensing, Jehanabad in Hooghly, and Baraset in 24-Pergunnahs.

My belief is that drinking has increased. Not knowing, however, what was the extent to which people used country liquor in this district in years past, I am unable to state the amount of increase that has taken place in the use of such liquor in recent years. I have seen large bodies of men at outstills drinking, but none disabled by the use of the liquor. I did not enquire or look in to see if there were any such among the crowd. I generally go into the interior of the Bhagulpore, Monghyr, and Purneah districts, but I have never seen any person lying prostrate on the ground incapacitated by drink. None of the ryots with whom I have come in contact on business (and their number is very large) has been found drunk by me.

No school-boy or woman has been seen by me to be drunk or drinking.

My belief is that drinking has increased since the introduction of the outstill system. The unrestricted manufacture of the wine and its cheapness are the causes of the evil, combined with the increased and increasing means of the drinking classes to indulge in such a luxury.

The Fuslee years 1285 and 1286, corresponding with 1878 and 1879 A.D., were two very prosperous years with the agricultural classes of the people. The produce of the district was large and prices ruled high. The subsequent three or four years may be ranked as average years.

I cannot give the retail prices of liquor accurately. I can so far say that the price of country liquor at present is known to be considerably lower than that prevailing five or six years before.

I do not think that liquor prepared at outstills is more injurious to health than that prepared at sudder distilleries, or that dhatura or any other poisonous substances are mixed with the liquor. Since the introduction of the outstill system the consumption of tari has diminished. The income of the estate in my charge derived from the letting out of palm and khejoor-trees has fallen to some extent since the outstill wine has become available at low price.

I do not know whether zemindars or other people of richer classes get their liquor prepared at outstills from materials supplied by them.

As far as I know the outstill system has not led to any increase in drinking among the upper classes. The higher classes use imported wines. I cannot, however, say to what extent.

I cannot say whether any irregularity in the observance of the rules as to the sale of liquors at hours when the outstills are to be closed is generally prevalent or not.

I do not know whether outstill-holders ever sell liquor in exchange for grain or ornaments, or on credit.

The moral effects of drinking must be degrading and impoverishing to those who are addicted to it. I have known, as others have done, many persons ruined in life and reputation by excess in drinking.

Agriculturists and day-labourers do great harm to themselves and their families by spending on country liquor the money they require for the necessaries of life.

To ensure the largest revenue with the least consumption, the old sudder distillery system appears to be the best. It answered its purpose fairly enough. There were no complaints of demoralization of the kind now urged. Smuggling and illicit distillation were more the exception than the rule under that system. The organization of a more efficient and trustworthy staff of excise-officers on higher rates of remuneration would ensure as much check as prevails in other branches of the Excise Department. I cannot suggest any easy means of improving the present system. The selection of sites of liquor shops should be left to municipalities and unions or respectable men of the locality where they are to be started, but the manufacture and sale of the liquor should be left under the control of Government officials.

Statement of Baboo Deno Nath Mozoomdar, Missionary of the Brahmo Samaj of India, Behar Mission Circle.

I AM not an inhabitant of the district, but have been residing in these parts of Behar for the last 16 years. I was about four years in Monghyr, and have been holding my head-quarters here at Bhagulpore for the last three years. I have travelled in my tours of mission in the districts of Arrah, Patna, Gya, Hazaribagh, Lohardugga, Maldah, Bhagulpore, Monghyr, Tirhoot, Mozufferpore, &c.

I have some knowledge of the working of the sudder distillery and outstill systems.

I have reasons to suppose that drinking has increased some four or five times since the introduction of outstills. I see now more people in the streets under the influence of liquor than I did when I first began to visit these districts. I have seen people lying senseless within the compounds of outstills.

This increase has taken place even among Mahomedans, Brahmins, and Chhetris, who are forbidden to drink by their religions, and, what is more pitiable, in the most superstitiously strict class of Marwaries, who at once excommunicate a drinker, the habit is being introduced most privately.

I have noticed school-boys drink. I have reclaimed some of the students of our night-school here who were in the habit of drinking liquor. They are all Beharis of the lower order. All of them do not belong to castes that drink. They are by caste Kurmi, Chain, Kahar, Kumar, Kandi, Dossadh, and Mussulman. There were nine such cases, whose names* I can give if required. Their ages varied from 10 to 16. I know boys of seven or eight who drink; three or four such boys we have got in our night-schools for the working class, who have not yet been reclaimed. There has been an increase amongst the domestic servants. A servant reclaimed had again fallen by the temptation of the neighbouring outstill. I do not know about the agriculturists. I have noticed an increase amongst the day-labourers. Cases have come to my notice that day-labourers returning from their work went to outstills on the roadside, and had to go home after spending everything they earned during the day. About nine years ago, before the outstills came to exist, I had to travel many hundred miles in the districts of Patna, Gya, Hazaribagh, and Lohardugga, and I do not recollect any instance of drunkenness amongst my palki-bearers; but about two years ago, in travelling a distance of about twenty miles from Nowada to Cocolad waterfall, in the district of Gya, my palki-bearers stopped at least some four times at outstills which we passed by in order to get liquor. They were quite drunk before I arrived, lost control over themselves, and began to move from one side of the road to the other, till I got down to save myself from a fall and walked the short distance which remained to complete my journey. I have noticed in some cases that women of low castes drink, and on enquiry came to know from reliable sources that women were found to take liquor from outstills, whether for themselves or not I do not know. Low-class boys and girls bringing liquor was also brought to my notice.

	Years.
* Bunwari	13
Puran	16
Lalji	10
Punchu	13
Jhummak	16
Bulaki	14
Bhartu	12
Sirkissen	10
Mohan	14

I have no personal knowledge as to classes of Hindus who did not drink before having now taken to drink. On enquiry, I have heard of instances where the charms of outstills have broken through the superstition of the Marwaries, who have begun privately to take to liquor. There is undoubtedly a spread of drinking amongst Mahomedans. My impression is that they now drink outstill liquor.

Bhagulpore.

The causes of the increase appear to me to be the introduction of the outsill system, working in the following ways :—

(*a*) The liquor is cheaper.

(*b*) The outstills are more accessible, and are placed in so convenient a position as to attract people addicted to liquor from a long way off by their smell.

(*c*) The establishment of outstills without reference to population, but area.

(*d*) Unlimited production of outstills.

(*e*) Allowing people to drink in the premises of outstills.

(*f*) Sale of outstills by auction.

My recollection is that under the sudder distillery system the vend shops were always found at out-of-the-way corners, while the outstills are now found in the hearts of towns and close to railway-stations, and at such places invariably where people could easily resort to them. My impression has always been that in establishing outstills population has not been taken into consideration, but the authorities have been guided by rules based on distance. The one reason why drinking in premises encourages drunkenness more under the outstill system than it did under sudder distillery is that the guddy shops were small and wretched places, without accommodation for people to drink, *i.e.* they could hardly accommodate one-sixth the number which outstills can now accommodate. *Secondly*, the most prominent position of outstills gathering a large number of drinkers together creates an idea of competing with each other. What I mean by saying that auction system encourages drinking is, it leaves an opening to combination amongst vendors, and consequently to the settlement of shops at unduly low rates, which enable them to sell liquor cheaper than desirable.

The last five years have been generally prosperous in these districts, and the prosperity has to some extent increased consumption. Towards the end of the last year, when enquiring from the vendors at different places, I was informed that their sales have been considerably reduced owing to the rise in prices.

The introduction of outstills, I think, has led to a diminution in the consumption of tari. I find there are less tari-shops now. In the hot weather, it being also the tari season, people prefer tari, it being a cooler drink than the distilled liquor, but at other times of the year they always prefer spirits.

I have no information about illicit distillation of spirits, or about liquor manufactured from materials supplied by richer classes to the vendors.

As regards domestic servants, some of them who were known to be honest have been found to rob their masters for the purpose of obtaining drink. Also I have noticed an increase in quarrels, brawls, and assaults near the outstills. People dissuaded from the habit of drinking have again been tempted by the charms of outstills, which they have often to pass by.

For limiting the consumption of country spirits and removing the manifold evils of outstills which now exist, and which are damaging the country morally and physically, I would first of all do away with the outstill system and reintroduce the old and less injurious system of sudder distillery, leaving the prevention of smuggling and illicit distillation partly to the police, as is done in the case of opium manufacture, and partly to the Excise Department with an establishment of an honest and well-paid inspecting staff in each district to look after them. A separate head of information may be opened in the police return, to be regularly filled up by every thana and outpost, to say if there is any illicit distillation within its jurisdiction.

To try to improve the present system by modification would have no better effect than to attempt the regeneration of a sinner by keeping him in the hot-bed of temptation, or to arrest the growth of an injurious tree by chopping off some of its branches instead of rooting it out. The following suggestions may be made, however, to secure a less amount of evil, should the revenue question not admit of the abolition of outstills, viz.—

1. To limit the size of the outstilling vessel.
2. To specify hours of manufacture and sale.
3. To establish a sufficient supervising staff in order to keep a proper check over adulteration by poisonous drugs and over the hours specified for working, and to see that all the rules and restrictions are strictly observed by the vendors.
4. To enhance the value of liquor beyond the reach of the poor, *i.e.*, say to the proportion of the lowest quality from one to four annas.
5. To fix the locality of outstills according to population, instead of area in square miles, beyond the village or town and close to a police-station or outpost wherever available, option being given for selection of sites to the respectable representatives forming a punchayet of the place, which should be represented among others by religious missionaries and members of temperance or abstinence movements, if possible.
6. To disallow sale of liquor to boys or youths under 18 years of age, and to females.
7. To remove outstills beyond a mile from the changing stations of the railway lines.
8. To stop drinking in the premises of outstills.

9. To do away with the system of settlements of outstills by auction sale. This often leads to combination amongst vendors and consequent settlement of outstills at considerably lower rates than the normal value.

10. The populous and principal towns having municipalities should be free from outstills, to save them from various mischiefs both from the moral and sanitary points of view. Sites may be selected beyond the towns.

The manufacture and sale of liquor should have proper supervision both by the departmental supervising staff and the punchayets, the operation being entrusted to vendors as at present. The principle on which the sudder distillery system has been kept working in Chota Nagpore should be considered and applied in justice to the general question of the outstill system in the whole province of Bengal.

Statement of Mr. Sinclair Grant, Zemindar.

I AM a resident of this district, and have been residing here for the past nine and a half years.

I have noticed an increase of drunkenness within the last six years, but it has not been so bad during the last two years. When I first came to this district nine years ago, it was quite an exception to meet a drunken man amongst the village people; now I am constantly meeting such men. Here drunken men are chiefly of the poorer classes, viz. coolies, beldars, domestic servants, low Mahomedans, Kunjrahs. The great increase in drunkenness noticed by me is in the immediate vicinity of an outstill where I reside at Naranpore, north bank of Ganges district. I have had to remove that outstill to a less objectionable place. I gave the outstill-holder notice to quit, and the still was removed in consequence to a less objectionable place about 200 yards from the road. I have not yet had time to decide whether there has been a diminution of drunkenness in consequence.

About three years ago I had to give up walking on a bund near my house because I was constantly meeting drunken men.

I never saw a school-boy drunk. There is a decided increase amongst domestic servants, agriculturists (by these I mean those cultivators who have small holdings, and also who work as day-labourers) and day-labourers. I have not noticed any increase of drinking amongst women.

I have not noticed that the classes of people who did not drink before have taken to drinking now.

The causes of the increase are in my opinion greater facilities in obtaining liquor and the conspicuous position of shops.

The past five years cannot be said to be more than average years.

The liquor consumed under the sudder distillery system was, I hear, somewhat stronger than that consumed now.

I do not think that there has been any decrease in tari consumption. I have no knowledge of illicit distillation.

I should think that the poorer classes would have been better off if they did not drink.

I would suggest that before an outstill is established the people of the place should be consulted, and leave the final decision to the revenue authorities, who, however, should be in some way bound to give due consideration to local opinion, which should be regarded especially as regards sites of outstills and as to proximity of homesteads. Many of my respectable ryots have complained to me in this matter.

Statement of Baboo Bhudhar Mall, Merchant and Honorary Magistrate.

I AM an inhabitant of this district. I find that there has been an increase of drinking since the last ten years. The increase appears to have taken place amongst the lower orders of the people especially. Excepting Gour, Brahmin, and Agurwalas, all people drink openly or secretly, more or less. There has been great increase amongst domestic servants. I have heard from my son, who is in the Government school, that many boys of that school drink; but whether they drink outstill liquor or imported liquor, I cannot say.

This increase of drinking appears to me to be owing to the introduction of the outstill system, under which there is always a large supply in every shop, and the liquor is sold cheap. There are more shops of sale now than under the sudder distillery system.

Ten years ago the wages of labour were less than at present.

All well-to-do people drink imported spirits.

I have frequently heard from the wives of my servants complaints of their ornaments having been taken away for buying liquor.

To prevent the evils of the existing system, I would recommend the reintroduction of the sudder distillery system, and also that some measures may be employed by which the price of liquor may be considerably enhanced. The situation of shops may be regulated so as to lessen the facilities for obtaining liquor.

DISTRICT MONGHYR.

Statement of Obbut Ally, Excise Darogah of Shaikpura, in the Sub-division of Jamui.

I HAVE been in the Excise Department of this district since 1860. In 1864 I was appointed darogah, and have been in several excise sub-divisions and am now posted at Shaikpura.

Up to 1860-61 there was farming system, and one Ramprosad Kalwar had the farm of the entire abkari mehal for Rs. 1,10,000 per annum. In 1861-62 the khas system commenced, under which there were outstills all over the district except within four miles of the town of Monghyr, where there was one sudder distillery and 70 or 80 such shops. In the sudder distillery the form of duty was 12 annas on a gallon of liquor that had to be drawn from half a maund of mohwa. In fact, each fermenting jar which could hold half a maund was taxed 12 annas, and the distillation from this quantity was restricted to one gallon. During the farming system the maximum price of a bottle of liquor was 2 pice. In this town the sudder distillery liquor used to be sold for 2 annas a bottle, but in the interior it was sold for 2 or 3 pice.

In 1863-64 the duty was doubled, but the selling price remained the same. Larger quantities of water used to be then mixed in the last quality of liquor sold for 2 annas a bottle.

In 1864-65 or 1865-66 the hydrometer was introduced, and a duty of Rs. 2 per gallon of London-proof was ordered. The gallon of spirits extracted from half a maund of mohwa gave a strength 20° below proof, on which a duty of Re. 1-8 began to be levied as under the system of taxing fermenting jars. In that year the sudder distillery system was fully developed, and there were sudder distillery shops all over the district. Then the retail price of the lowest quality of liquor was raised in the interior from 2 pice to 2 annas a bottle. In 1872 the system of taxing materials came into force.

	Rs.	A.	P.
A maund of mohwa was taxed at	3	0	0
A ditto choa do.	3	8	0
A ditto goor do.	4	9	0
In the following year the tax was raised—			
Mohwa	3	8	0
Choa	4	0	0
Goor	5	0	0
In 1877 the tax was further increased—			
Mohwa	4	14	0
Choa	4	12	0
Goor	6	0	0
In 1878 the tax was—			
Mohwa	5	0	0
Choa	6	0	0
Goor	7	0	0

During the system of taxing materials the distillation of liquor was restricted to one gallon for half a maund of mohwa, as under the system of taxing fermenting jars the strength of the liquor was also restricted to 20° below proof. If the liquor distilled were of higher strength than 20° under London proof, the strength would be reduced to 20° by mixing water. In 1878 the price of the last quality of liquor in the town was raised to 3 annas a bottle. In the interior the price of 2 annas a bottle continued.

In 1879 the outstill system was reintroduced, and in the following year there were outstills all over the district. The retail prices of the lowest quality of liquor are now 3 pice per bottle in the town and 2 pice a bottle in the interior. The zemindar or other well-to-do people here get occasionally liquor manufactured at outstills from materials supplied, but in all such cases permission of the Collector has to be taken by petition and payment of a fee of one rupee for each distillation. There were some 30 or 40 petitions of such kind during the last three or four years.

There has been increase of drinking owing to the cheapness of liquor. This increase is confined to the lower orders of the people. Those men who drank before drink now more.

Statement of Babu Anund Chandra Ghose, Excise Darogah, Sudder Sub-division.

I AM not an inhabitant of this district, but have served in the Excise Department here for the last 23 years—six years of which as sheristadar, and 17 years as darogah.

During the sudder distillery time the minimum price for which a bottle of liquor was sold was 2 annas in the town and 1 anna in the interior. At present it is sold for 2 pice a bottle in the town and 1½ pice in the interior.

There has been a proportionate increase of consumption during the present outstill system. The increase may be roughly estimated to have been four times, and it has been among the low class of people, viz.—

Mussahor, Dom, Chamar, Halalkhor, Dossadh, Tamuli, Hajjam, Jolha, Momin, Kahar, Patua, Nuniya, Thatteri, Kasserah, Kumhar, Kawar, Dhanuk, Lohar, Masuah, Mali

Teli, Sunri, Sonthal, Chummah, Kandee, Kalwar, Kalal, Beldar, Kharadi, Sheik, Patan, Dhuniya, Koyrah, Dhari, Dhangar, Dhobi, Gwalla, Chye, Bind, Halwye, Banspur, Jompuri, Gorer, Gareri, Lahari, &c.

These people drank formerly, and drink now more freely owing to the cheapness of liquor.

Brahmins, Rajputs, Agurwala, Boroi, Gungaota, Rustogi, Barambhat, and Mohori never drink.

Kasarwani, Kasojun, and Bengali, who did not drink before, have now begun to drink.

The greatest increase is amongst day-labourers and labouring classes, owing partly to increased wages and partly to cheapness of liquor.

I would place all the outstills of the town within one enclosure, and allow sales in separate shops only. I would restrict the sale to one bottle at a time to one person. I would not allow adulteration with water, as this prohibition will tend to enhance the retail price to consumers.

Statement of Revd. T. Evans, Baptist Missionary.

I HAVE resided in Monghyr for the last nine years and over.

I have taken a special interest in the Government abkari for the last 20 years, and have studied the working of both the sudder and the outstill systems, on which I have written largely both to the public press and to the Governments of India and of Bengal and the Punjab. In the sudder system there were the following checks and safeguards :—

(1) The mohwa from which the daroo was distilled was heavily taxed.

(2) Only a certain quantity of London-proof spirit was allowed to be extracted from each maund of mohwa (2·12 gallons).

(3) There was a "still-head" duty imposed upon every gallon of daroo distilled.

(4) The manufacture was closely watched both by a police-guard and the frequent visits of the Government officer in charge of the Excise Department.

These checks and restraints were salutary in—

(*a*) Keeping up the price of the native spirits to such a standard that the purchase of it was beyond the reach of most poor people, and therefore the temptation to drink was removed.

(*b*) In securing *wholesome* spirits for consumption.

(*c*) In checking the contractor to a limited supply, for the more he manufactured the more he had to *pay* by way of duty on the mohwa and on each gallon of spirit produced.

(*d*) In checking any extensive sale, as the price prohibited any large consumption by the people.

But now (under the outstill) all is changed.

(1) The mohwa, which used to cost the distiller some 3 or 4 rupees per maund, is now left untaxed, and is bought at 12 annas per maund.

(2) The "still-head" duty is removed, so that the distiller has no object in limiting the supply, but *every inducement* to manufacture all he possibly can, for the more he can turn out the greater his clear profit.

(3) Under the old system only 2·12 gallons were allowed to be manufactured out of one maund of mowha; now there is no restraint, and the distillers themselves have told me that they extract as much as 10 or more gallons from a maund of mohwa, by which, of course, all the fusel oil of the mohwa fruit is forced out, which produces not wholesome spirits, but noxious amylic poison, which is most injurious in its effects upon those who drink any quantity of it.

(4) There is no proper check to adulteration by dhatura and other drugs by which to give the largely diluted daroo strength to cause intoxication, without which it would not sell.

Drinking has greatly increased during the last five years especially. The *proof* of this is the following:—

(*a*) I have seen more drunken men in the bazar and on the public roads of late years than I ever saw before.

(*b*) I see the outstill shops *crowded* with people in the evenings who are in various stages of drunkenness. I have had on more than one occasion to stop my buggy lest I run over drunken men sitting out on the road by the outstills on the Jamalpore road. Such scenes I never saw before the outstills were introduced.

(*c*) I have been repeatedly inconvenienced by the absence of both workmen and of my servants through drinking of late years, which never used to be before the outstills were opened.

(*d*) I have heard many others, both Europeans and natives, make the same complaint.

(*e*) I have visited the outstills again and again, and I found them full of people drinking, and some of them quite drunk.

(*f*) I know from the fact that the drink is now sold for less than one-fourth of the price it used to be sold at under the sudder system, and the other fact that the revenue has nearly doubled, and that the outstillers produce and sell 20 times more drink now than used to be sold under the sudder system, that drinking and drunkenness must of necessity have increased enormously.

Monghyr.

The *people* among whom the increase of drinking has taken place are chiefly the lower classes, more especially the Chamars, Doms, Dhobis, Goalas, &c. As to the *extent* of the increase, I do not hesitate to say that for every one who drank native spirits under the old system at least 20 do so now.

I have reason to believe that drinking has increased among all these to a greater or lesser extent, but more especially servants and day-labourers. I have myself repeatedly seen women and boys of 8 to 12 at the *Kalalees* both drinking and taking drink away in earthen pots. Yea, more; I have seen the very coolie boys who have worked for me, and the beggars to whom I have given alms, drinking at the outstill shops, though such sights are not so far common occurrences.

People belonging to classes which did not drink while sudder the distillery system was in force have now acquired the habit of drinking. These are more especially—

(*a*) The poorer classes, who before could not afford to buy daroo.
(*b*) Tillers of the land, who before had no grog-shops near them.
(*c*) Domestic servants and day-labourers, who are now tempted by the cheapness of the daroo.
(*d*) Mahomedans, who are now often seen drunk.
(*e*) Women, who before never drank.

I have also seen men of the Brahmin and Rajput castes drink since the outstill is opened, never before.

There has been an increase of drunkenness, the causes to which I attribute increase are—

(1) The *facility* with which the people can now get at the drink by the setting up of outstill shops in many places of public resort. They are found to abound in towns, in most villages of any size by the wayside, at the ghâts and the resting-places of travellers and cartmen and carriers.

(2) The great *cheapness* of the outstill drink is its great attraction, and it is a common excuse by those who drink to say —"Who would not drink freely when one can get a bottle of daroo for half an anna, and be made well drunk for one anna." *This* I take to be the curse of the system.

(3) Another cause is this. Now that so many from all classes have taken to drinking, it is no longer regarded as a *social disgrace* to any caste or class to drink. Much of this is due to the fact that the people regard the trade as one which is patronized by the Government, and they think that, if the "Sirkar Bahadoor" approves of it there can be no disgrace about it. They further suppose, and say, that this is one way to show their loyalty to the Government, and again and again I have been told that those who sell it and those who drink it are the "*Khair Khwas* of the Sirkar," while it is often added—"*Jo hamlog daroo na banawen aur ryot log na piven to Sirkar ka khajana kaise bhare,*" *i. e.*, if we did not make daroo and the people not drink it, how would the treasuries of the State be filled. In fact the close connection of the Government with the trade, and the fact that it is sanctioned and ratified by special licenses from the Government, and pushed on by Government officers, has given the trade a kind of *eclat* which has done away with the old salutary feeling that *drinking was a social disgrace.* No man is now put out of caste for being drunk, and as the *offence* of the vice has been swept away, it has become most common and popular.

The last five years have been not "prosperous," but averagely good years for the people in general. It must not be forgotten that what may be prosperous times for the zemindars when grain is high in price is bad times for the consumers of food. But of late years cereals have sold at an average rate generally, so that one cannot call it "prosperous" times for the one or the other. The only low-class people who have good pay are those who work on railways and who earn two or three times more money than common labourers, but railway employment to such people existed long before the introduction of the outstill.

I cannot believe that the "increase of *prosperity*" has had any effect worth notice in increasing the use of drink, for the people who drink most are men who are as poor as ever, and who live by their daily labour, which has not increased to any perceptible degree, except in some special places, where new railway works have been started, and where they may get a higher pay for work done.

Nothing will satisfactorily account for the great increase in the drinking habits of the people but the patent fact that the drink is now so exceedingly *cheap* and so *accessible* to all the people.

The retail price of country spirits under the sudder system ranged from about 4 annas to Re. 1 per bottle, according to the strength of the spirits.

Under the outstill system the common price is 2 or 3 pice per bottle. There is purer daroo to be had at a higher price, but the distillers inform me that there is little or no sale for it. Nearly all the sales are at an average of half an anna per bottle.

The spirit sold under the sudder system was not "stronger," but it was much *purer.* The dokani spirit was weak and cheap, while the dobara, or double distilled, was expensive and high proof spirits.

Now the daroo is largely diluted with water, but in order to make it intoxicating it undergoes a *forcing* distillation, by which all the fusel oil is extracted out of the refuse of the mohwa, which makes the daroo more intoxicating than good diluted spirits would be, and has therefore stronger narcotic properties than the spirits sold under the regulation system. A bottle of the diluted or weak dokani spirit at 4 annas under the sudder system

would not produce the same amount of stupefaction as a bottle of the present outstill daroo at half an anna will produce.

I have every reason to believe that the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries, decidedly much more injurious, for the following reasons :—

(1) The outstiller could never afford to sell *pure* spirits at half an anna per bottle, and the simple fact that he charges eight annas, or even a rupee, for what he calls "*good* spirits" in itself shows that the half-anna daroo must be so far diluted that without the help of some special narcotic power it would not intoxicate. A distiller will himself tell you that he cannot sell *pure* spirit under a rupee per bottle, and I have myself bought a bottle for Re. 1 and another for half an anna. Now if the half-anna spirit is simply the pure spirit diluted only with water, it comes to this, that one bottle of pure spirit has to have 31 bottles of water mixed with it in order to sell it at half an anna. Is it likely that the 32nd part of a bottle of spirits would make any man drunk? I believe that it is calculated that a bottle contains generally eight wine-glasses of spirit, so that a bottle of outstill daroo should contain only one-fourth part of a wine-glass of spirits.

To make up for this large dilution of 31 bottles to one, the outstiller has to resort to one of two plans, and often to both. First of all he has recourse to the process of *forcing* distillation, and instead of extracting two or three gallons of good spirits from a maund of mohwa, he keeps the still at high pressure until he has extracted all the fusel oil out of the refuse of the mohwa. This gives him instead of two or three gallons of good spirits 15 or 20 gallons of a stuff highly charged with noxious properties, which is very injurious to the system. It is not spirit at all, but a poisonous concoction, which is very intoxicating and very injurious to the constitution.

There is another process resorted to, and that is the custom of thoroughly fumigating the stills for hours by burning a quantity of *nux-vomica* in it, and then allowing the smoke to escape before it is used for distillation.

Mahajans and other natives who send their own ingredients for distillation are always very particular that the still is well cleaned out and purified from the fumigation process before they have it used for distilling spirits for them.

I have no information whether tari and pachwai has diminished since the introduction of the outstill system.

I know nothing of *illicit* distillation of spirits either before or after the introduction of the outstill, but I know this, that with ordinary supervision it is next to impossible to carry on illicit *distillation* to any amount in secret. To distil native spirits it requires a strong fire, and the smoke can be seen. Besides which, material must be brought from which to make the liquor as well as a supply of firewood. The refuse must be cast away, and above all the strong smell of the daroo will spread far and wide, so that detection is the easiest thing possible; and if the chowkidars or the policemen are bribed to keep quiet, let the Government offer a good reward to any informer, which may be paid out of fines imposed upon the illicit distiller. This would soon put a stop to all illicit distillation. I do not think the illicit distillation argument will at all hold water; and if it will, so much for the want of common vigilance on the part of those who should watch against it.

I know that zemindars and other people of the richer classes get liquor manufactured at the outstills from materials supplied by them to the vendors. This is common, and I have myself seen *jalas* full of materials in course of fermentation at the distilleries, which I was told belonged to richer classes of the people, who pay about Rs. 3 per still for having it distilled for them.

I also found that before these private distillations are made the stills have to be well cleaned from all the effects of the noxious materials that have been in them.

In some measure the outstill system has led to the increase in drinking among the upper classes, but not to the same extent as that which has taken place among the lower classes. The higher classes purchase the more expensive outstill spirits, but as a rule do not use imported spirits, except some of the educated Bengalis, who purchase cheap brandy or country rum.

I have been told on good authority that spirits can be had at any time there is a call for it, and that in many cases men are drinking in the outstills till very late at night. This, no doubt, is winked at by the police. Can it be expected that people so greedy of gain will forbear selling at irregular hours when they can do it without any danger of penalty? and as there is no proper enclosure in most of the outstills, and people can go and come in any direction they please, even if the police should try to catch them late at night they can easily escape. Why not compel all to have but *one* door for entrance and exit to the outstill shops.

Of the holders of outstills supplying liquor in exchange for goods, such as grain, ornaments, &c., I have no information that I can give.

There is drinking. Many Europeans drink to refresh themselves only, but this is never done by the natives of India. They drink for the *express purpose of producing intoxication*, and do not give up drinking until they are intoxicated. Therefore the moral effect must of necessity be evil, and evil only. It leads men to bad company, and often to the haunts of bad women. It often leads to dishonesty. It deprives the drunkard's family of the necessaries of life. It leads to gambling, wrangling, fighting, and a great deal of abusive language in the shape of foul native *galli*. It keeps many away from their daily work, by which they impoverish themselves and cause a loss to those who employ

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them. It often leads to heavy debt, to ill-health, and even to death in various ways. All these and many other evils result from the drinking excesses which thousands of natives now indulge in since the native spirits have been made so cheap by the outstill-rentees, who care nothing for the quality of the stuff they sell as daroo, and who cannot possibly sell wholesome spirit at the price they retail it to the public at large, and who dilute and adulterate so freely in order to bring the drink within the reach of the very poorest of the people. I consider the evils done incalculable, and that stringent restrictions should without delay be imposed upon a system which is making drunkards wholesale of the lower classes of the people of Bengal.

Yes; I have known men to drink themselves out of house and home, to have lost character, situation, and health, and some to have put an end to a miserable life, made a burden too heavy to bear, through the use of strong drink. Baboos who drink generally go in for cheap brandy and rum, and not a few end their days in misery before they are 30 years of age.

The lower classes in thousands resort to the outstills, where the drink is cheap, and once the evil habit is fairly formed there is no escape from the evil results, which are poverty, demoralization, and death. The father will, as a rule, drink two bottles at the *kalali* and take another bottle home as a bribe to the wife and a sop to the children crying for food, and there is serious reason to fear that the women are largely taking to drinking habits. I have seen them drinking at the outstills, and I have seen girls of 8 and 10 carrying "kulhiyas" full of daroo home, which must be for the *women*, who are as yet ashamed to drink in public, but who will soon lose all sense of shame if the evil is allowed to proceed.

As to the *remedy* that would prove most effectual to the reduction of the present evils, one thing is quite evident, *i.e.*, any effectual remedy against the increase of drinking will inevitably result in a *diminution of the excise revenue;* and if the Government is prepared *to lose part of its income* from country spirits in order to save the people from the vice of drunkenness, it will not be difficult to propose a remedy.

Then the question would be, How may this be best accomplished? Can it be done by an effort to *improve the present system*, or by *reverting to the old one?*

This is a large question, but my own opinion is that, however much restriction may be imposed upon the outstill, it will be next to an impossibility to bring it under such complete control as to deprive it of its power to propagate drunkenness; for as long as the concern is in the hands of men whose only object is self-gain, no amount of supervision will suffice to hold them in check. The true principle of excise duty on strong drinks is to secure the *maximum of revenue* by the *minimum of drinking*, and that principle can only be carried out by the imposition of *a duty on every gallon of spirit distilled.* This would prove a wholesome check to the distiller, for the more he makes the more he will have to pay, and it would also, by raising the value of the article for sale, put it beyond the reach of the great mass of the people who now indulge in it so freely to their own hurt.

This still-head duty could be easily imposed on the outstillers, but difficulties would still remain which could not be well met under the present system. There would still be room left for no end of fraud and foul play as long as the outstills are free of access and open to the public.

If the Government is prepared to compel the outstillers to produce no more than the fixed rate of spirits from each maund of mohwa, and to pay duty on all that is distilled, as well as appoint a *competent* supervision to check all irregularities, I doubt if the *Kalwars* will rent an outstill under such conditions; and if they do, they will not give for them one-fourth the rent which they now pay.

Once the Government will impose an *effectual* check upon the licenses which the *Kalwars* now possess, by which liberty they can produce what they like and as much as they like, the fate of the outstill will be sealed; but I very much doubt if any *effectual* check *could* be put upon such an irregular and loose system. Any serious effort to restrict would result in a decrease in the revenue, but not in a corresponding decrease in drinking and drunkenness; so that the Government would lose the revenue while the evils would still remain. For if the Government found it hard to check the sudder distilleries from abuses when they were so well protected by walls and by police-guards on every side, how can we expect the *open outstills* to be properly superintended?

Then as to another suggestion, that the outstills be still *further reduced* in number, that will prove no real remedy; for if to-morrow they are reduced by one half, the other half will at once, by extra distillation, make up the deficit in the amount of drink produced for sale.

There is but *one* real remedy, and that is to adopt such measures as will secure for the drinking public *pure* native spirits at a *fair market price.* Only let the Government see that this dangerous article is so guarded by the imposition of a *heavy duty* that it will not prove a temptation to the people to procure it; and I maintain that all the necessary safeguards can only be secured *by reverting to the restrictions of the old sudder system.*

As to preventing "smuggling" and "illicit distillation," perhaps no plan would prove perfectly successful to check these evils. But of two evils adopt the least. Far better put up with some degree of loss to the revenue than to secure an increased revenue by a still greater loss to the people. But I cannot help believing that a few handsome rewards to detectives, and a few instances of summary punishments to culprits, in this matter would soon put an end to both smuggling and illicit distillation.

I would not recommend that the abkari concern be made over to any "local bodies" at present. No one can do the work so well as the Government itself, which is the natural guardian of the people and the best safeguard in all cases of contraband articles for sale, provided that our Governors are men who fear God, and who will never sacrifice the interest of the people to the revenue of the State.

Comparative statement showing the amount of country spirits distilled in the town of Monghyr in the last year of the sudder system of excise and now under the outstill system.

THE figures giving the amount of country spirits manufactured in Monghyr under the old plan in 1878-79 have been supplied to me by the Excise Deputy Collector of Monghyr, and the information regarding the quantity of country spirits now manufactured by eight outstills in the town of Monghyr was received directly from the outstillers themselves on the spot, and in the presence of a trustworthy witness.

It should, however, be noticed that the quantity now distilled depends in a large measure upon the demand made, and the sales are not always the same. For the last month or so I hear the sales have somewhat fallen off on account of the rise in the price of food; but the outstillers told me that as a rule in a common size still they turn out from 20 to 30 gallons from each *bhutthi*, and that they generally manufacture from six to eight *bhutthis* per day.

In order to be quite within, and indeed *under*, the mark, I have taken the *lower* estimate, and yet the Commission will at once see that the increase in the production, and consequently in the sales, of country spirits in Monghyr since the introduction of the outstill is something enormous and almost incredible, while the facts given cannot be doubted.

The Excise Commissioners will see from the table given below that for every gallon of country spirits daily manufactured in the town of Monghyr under the sudder system about 28 gallons are now distilled under the outstill abkari.

Some of the rentees of the outstill told me that they are able to turn out "*any* quantity of daroo that they can possibly find sale for," and that the only limit is the demand made for the drink.

As by the present system they have no duty to pay on the quantity they produce, it seems like giving them a premium to distil all they possibly can; and it is, no doubt, a strong temptation to the rentees to push the trade of cheap, but noxious, drink to its utmost possible limits.

Statement showing the Quantity of Country Spirits distilled in the Monghyr Town Distillery during the year 1878-79.

		Gallons.
April	1878	1,067
May	„	590
June	„	601
July	„	1,312
August	„	1,341
September	„	1,282
October	„	1,970
November	„	1,674
December	„	1,180
January	1879...	1,256
February	„	1,141
March	„	1,429
	Total ...	14,823
Average monthly distillation	... ...	1,235
Average quantity of spirits distilled daily	...	41

The following is the *approximate* quantity of mohua liquor *daily* manufactured at the eight outstills situated in the town of Monghyr:—

Name of Still.	Gallons.	Gallons.	Monthly rental. Rs.
1. Serwan Bazar	250 to	300	600
2. Garar „	200 to	250	551
3. Sadipur	80 to	120	380
4. Choa Bagh	100 to	150	332
5. Beebee Chuck	120 to	150	376
6. Kalithan	150 to	200	300
7. Lalderwaza	100 to	150	300
8. Naya Gaon	120 to	150	337
Total number of gallons ...	1,120 to	1,470 *daily*.	

P.S.—Average number of gallons of country spirits distilled *monthly* in the town of Monghyr under the sudder system = 1,235.

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Average number of gallons of country spirits distilled *monthly* in the town of Monghyr under the outstill system=33,600.

	Gallons.
Or *annually* under the old system	14,823
And *annually* under the new system	403,200

Supplementary Statement of Reverend T. Evans, Baptist Missionary.

I HAVE been under the impression that wherever mohwa was used in manufacturing country spirits the system of taxing materials prevailed.

I was under the impression that no more than 2·12 gallons was allowed to be distilled from a maund of mohwa under the sudder system. I was told that no more was allowed to be taken by Mr. Little, who was in charge of the Excise in Monghyr, and I understand that this was the rule everywhere.

By still-head duty I meant the tax on the liquor passed out of the distillery, which I supposed to be in addition to the tax on materials.

When I said that 10 or more gallons are taken from a maund of mohwa, I meant spirits and water mixed with it.

I recollect two or three such shops under the sudder distillery system—one at Burrabazar and another at Chuckbazar; they were very small, and I never saw any number of people collected there. There was nothing to attract notice except a few bottles of liquor and a man sitting to sell.

I have seen 400 or 500 people on a Sunday evening at a shop on the Jamalpore road.

There has been a decrease in the number of outstills during the last three years. I do not see much decrease of drunkenness in consequence, and the reason is that though the number of shops has decreased, their producing power has not.

I have on several occasions, while passing Surbanbazar outstills in the afternoon, seen three or four (more or less) women drinking. I have also seen girls of 8 or 10 years of age carrying away (*khoolias*) small earthen pots of drink to their homes. When I asked these girls one day where they were taking their drinks to, they appeared frightened and went back into the outstill premises. My impression was that they were carrying drink home for their mothers, because the men would themselves come to the outstills. The women whom I saw drinking at the outstills were low-caste women, but not prostitutes.

I have been at outstills at all hours from 3 to 8-30 p.m., and I have observed that the number of drinkers and drunkenness amongst them increases greater as it gets later in the day. I think a very considerable point would be gained if all liquor-shops were closed at sunset. My objection to keeping shops open to nightfall is the people generally work till sunset, and if the shops were kept open later they would have leisure to drink.

There is not now that much of drinking as there was three months ago owing to dearness of food-grains.

Supplementary Statement.

I. IN the outstill "license from" it is ruled—

> "That the licensee work only *one* still, which shall *not* contain more than 10 gallons or 60 bottles, &c."

Now I wish to know why is not this rule enforced? The outstills in Monghyr wil contain from 30 to 50 gallons, and in most places there are *two* stills—a larger one and a smaller one, which are put in use according to the demand made for the liquor.

II. In the rules of the outstill system, Chapter XV, section XIV, it is stated "that 2·12 gallons only of London-proof spirits can be obtained on an average from a maund of mohwa."

Why is not this enforced? The outstillers force out as much as 15, 20, and sometimes more gallons from a maund of mohwa.

III. "Drunken persons" are not allowed to remain in the outstill-shops (see section VIII), but drunken persons *are* to be seen there every night.

IV. If a bottle of pure spirits cannot be obtained under 12 annas or a rupee, how can the guadiwan sell the daroo for *two pice* per bottle, when one bottle is sufficient to make a man tipsy?

The reply of an outstiller to the above question was this :—"We first of all extract a few gallons of *pure* spirits and keep it for the few who can pay for it; what follows is inferior and *very bitter*, we add water to it largely and sell it off cheap."

In the above answer we see that the process is to *force* all the *essential oil* out of the mohwa by prolonged distillation. It is this oil, which is very noxious, that gives *factitious*

strength to the drink and causes intoxication though it be largely diluted. *This should be prohibited.*

Why not introduce the use of the hydrometer and test all the spirits that are manufactured? This used to be done in former years, when there was no tax on the material used for distillation, but *now* there is no such check.

V. The stills, being nearly all made of *copper*, should be *kept very clean*, to keep the liquor from acidity, which would produce poison. Under the sudder system this was carefully attended to, but *now* no attention is given to it. This being the case, it would be well to prohibit copper stills, and to use *earthen* ones only.

VI. His Honor the Lieutenant-Governor told me that one argument in favour of the outstill system was the (supposed) fact that the native spirits would *not keep good* long enough to carry it to distant villages in the country.

This is *not* the case. I have had bottles of it in my house for the last *two years*, and it is still in a good state of preservation.

VII. Some suppose that while the sudder system is adapted to the larger cities and towns, the outstill is the best for the *rural districts*.

I do not think *both* systems will ever work well together, for the one will stultify the other. Townspeople will never purchase good sudder distilled spirits for 4 or 8 annas per bottle if they can get for a few pice a few miles off any kind of spirits that will *intoxicate*. The only quality they care for in drink is the *noxious* one that will produce *inebriety*. *This* is the fascination of drinking to the native.

VIII. Is not the Government *morally bound* to protect the subjects from becoming the *victims* of the *kalwars*, who, in order to push their trade, will not hesitate to tempt the people with *cheap poison* under the name of "country spirits"? Is it right to allow these distillers to practise all manner of irregularities and not punish them for it? Is it not true that district officers are *timid* to punish them, and *slow* to enforce the very *rules* of Government which they are *supposed* to observe, but which *are violated day by day?*

I leave these remarks with the Commissioners, feeling sure they will give them due consideration.

Statement of Mr. R. A. J. Pushong.

In 1870 I came to Monghyr, and left for Oudh in the latter part of 1876, returning here in 1882. During my six years' previous stay here I practised as a pleader, but subsequently took to the management of native estates in the districts of Monghyr and Patna; and, amongst others, I managed under the Court of Wards the Phulwareah estate. After my return to Monghyr in 1883 I became manager to the richest banker in this district, Babu Hirdanarrain. During my stay in Oudh I was manager of both large and small native estates in the districts of Fyzabad, Bahraich, and Kheree.

I have seen the working both of the sudder distillery and outstill systems, and I deprecate the principle on which they are worked for the following reasons, viz.

(*a*) Mohwa is acid and stringent, and when boiled in an untinned copper pan, as it is done, largely draws verdigris from it, and the liquor thus produced is poisonous and noxious to human life.

(*b*) Mohwa which is gathered from under the tree for the purpose of distillation is not well dried, but kept damp, and the rotten flower is not separated from the sound, but the whole are heaped together and sold by the owners to purchasers, who indiscriminately put them into bags, and in their turn dispose of the same to the distillers, who, without the least regard to cleanliness, or to the deleteriousness of the flower, mixed as it is largely with the decayed flower, indiscriminately put the same in the copper boiler for distillation.

(*c*) When mohwa is gathered and intended for home use, the *jeera* from inside is cleansed out and well dried, and the rotten flower thrown out. The *jeera* and the rotten flower produce the bad smell. The natives of up-country, and also of this district, cook "lupsee" (custard), "thuckwa" (cake from mohwa), which has no smell.

(*d*) *Fresh* mowha, boiled in milk, is generally taken by the higher classes of natives as tonic—one chittack of mohwa to a seer of milk. After it is well boiled mohwa is thrown out and the milk is drunk. The *jeera* is taken out, and then the mohwa is put in the milk.

(*e*) I have had home mohwa properly cleansed and liquor distilled, producing no smell.

The lower classes, instead of taking bhang and ganja in their respective houses, and tari in shops, as they formerly used to do, are now induced, by the cheapness of spirituous liquor, to resort to the shops of outstill distillers: hence the increase in the number of consumers of spirituous liquor and the proportionate decrease in the number of consumers of bhang and ganja. Under the sudder distillery system the vendors sold liquors in their shops after getting the same from the sudder distillery, which were purchased by persons addicted to drink, but the majority of them took their purchases home and consumed the same. Very few, if any, drank liquors at shops, owing, no doubt, to the dearness of the article, coupled with the fear of exceeding their means when under the influence of liquor by becoming more generous than prudent in offering drink to

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acquaintances at their expense. But since the establishment of the outstill system the state of affairs has taken a different turn. Liquor has become cheap, and is obtained fresh and hot, which has the effect of causing exhilaration, even though drunk in small quantities, as the lower class of people prefer hot and fresh to cold drinks. The result is that there is now a larger gathering at liquor-shops than before. Under the present system spirituous liquor may be had for 7 pies a bottle, and when a consumer purchases a bottle at this rate and commences to drink at the shop, he does not begrudge, but on the other hand freely makes, a libation of his drink to any friend and acquaintance who may happen at the time to turn up, and thus many a poor man, who has not the means of paying even 7 pies for a bottle, is now enabled to enjoy his tot. Under the sudder distillery system this was almost next to impossible, because the price of a bottle was not less than 4 annas. Consumers of liquor have now become more liberal and less conservative. My humble opinion, therefore, is that the consumers of liquor have increased in number, but drunkenness has in no ways been confirmed in the individual, and this accounts for the crowd which now throng liquor-shops, and which fact leads the unthinking public to infer that drunkenness has increased.

1. *School-boys.*—Some youths of respectable families indulge themselves secretly in imported wines and liquors, and barely, if ever, in country liquor, which is of the best quality. As for the middle or lower class of youths, it is altogether out of the question.

2. *Domestic Servants.*—Mahomedans, Kahars, Chamars, Dhobis, and Mehters are the chief domestic servants of the European and native communities.

Mahomedans—Drink mostly tari; very few indulge in country liquor.

Kahars and Chamars.—Half of them are "Bhugguts"—total abstainers from wine, flesh, and fish, and the other half take country liquor when opportunity permits them, without, however, interfering with their daily avocation.

Dhobis and Mehters—Are more fond of drinking.

Fear of dismissal from service is a great check to drinking upon domestic servants: hence no increase of drunkenness is appreciable.

3. *Agriculturists.*—These live from hand to mouth. Drunkenness, or even drinking, is out of the question with them, except in marriages and festivals, when the lower classes amongst them indulge themselves.

4. *Day-labourers*—In the city or town, instead of taking bhang, ganja, and tari, have, since the outstill system came into operation, taken to country liquor, but as a rule never exceeding one bottle per man, which, I think, is very desirable after a hard day's work, more especially as a bottle so drunk does not in strength exceed that of an ordinary glass of imported spirit, *i.e.*, brandy or whisky.

5. Women of bad character in the city or town having increased, drunkenness has proportionately increased amongst them; those who can afford take imported spirits, whilst those who cannot resort to country liquor. But this was the case before the outstill system came into force, and its introduction has in no ways affected drunkenness amongst them.

I would observe, what I have already said before, that drunkenness has not increased; but the votaries of drink have multiplied by drawing to its rank proselytes from *ganja* and bhang, which, I am inclined to think, are more injurious to health than country liquor, and the change therefore is one for the better.

The productive powers of the district have for the last five years rather diminished than otherwise, and the result is that the peasantry, as well as the landholders, have been impoverished; whilst, on the other hand, the money-lenders—land-sharks—such as the Marwaries, Agurwalas, Tailees, and the like, who are all as a rule "Bhugguts," have waxed strong, prosperous, and powerful. I cannot say that this state of affairs has in any way affected the consumption of country liquor.

Retail prices of Country Liquor.

Under the Sudder Distillery System.					Under the Outstill System.			
	Rs.	A.	P.			Rs.	A.	P.	
Per bottle	1	8	0	For first class	Per bottle	0	8	0	For middle class.
Ditto	1	4	0		Ditto	0	6	0	
Ditto	1	0	0	Middle class.	Ditto	0	4	0	Lower class.
Ditto	0	12	0		Ditto	0	2	0	
Ditto	0	8	0	Lower class.	Ditto	0	1	0	
Ditto	0	4	0		Ditto	0	0	7	

The liquor at present manufactured varies in strength according to the demands and means of the consumers. Formerly, under the sudder distillery system, the strength was uniform, but unprincipled vendors would as a rule, for gain, mix the liquor with water; and in order that the decrease in the strength of the liquor might not be appreciated by consumers, they would invariably mix dhatura water with liquor, and so retail the same to the consumers at a low rate. But now there exists no necessity for such adulteration, as the liquor is manufactured and sold according to the demands of the consumers, which are always regulated by their means. Besides, the liquor being sold hot and fresh, the consumers find it, though weak, yet strong, as the effects are more instantaneous. The first and second qualities are purchased by the middle class of people for 8 and 6 annas a bottle. The higher classes of people

are supplied under special order. When I was Manager of the Phulwareah estate in Monghyr, several complaints were made to me by the people against the vendors of Phulwareah for adulterating liquor with dhatura water. This happened when the sudder distillery system was in force. Similar complaints were made to me at Perajpore (district Bahraich, Oudh). *Monghyr.*

I have no reason whatsoever to believe that dhatura or other poisonous substances are used either in the preparation of country spirits or in the adulteration afterwards: it is opposed to common reason.

First.—That no person would work against his own interest, especially when the outstill is open to public competition; besides this, shops are very close to each other. Under the present system of distillation strong and weak liquors, according to the wants of customers, are manufactured. For instance, in villages the best strong liquor, called *phool*, cannot be had unless one gives timely notice. If adulteration would suffice the purpose, there would be no necessity for any notice. A weak distilled liquor, if adulterated, can always be open to detection for, however cunningly it may be adulterated, it will never catch fire, as *phool* does. Adulteration can only increase the effect of intoxication, but cannot improve the quality of liquor: hence, the detection is most easy. Besides, liquor adulterated with dhatura produces immediate dryness of throat and headaches in the morning. If an outstill shopkeeper would venture to do so, the result would be that he would lose all his customers. It is for his own interest to supply pure liquor to get a good name for his distillery. Good quality, whether weak or strong, invites purchasers.

Second.—Again, good and pure water has a great effect in producing marketable liquor. In Burrownee, near Tagra, which is about a mile from Phulwareah, where better water is procurable, the liquor prepared is of a better quality than that prepared in Phulwareah, though the same materials are used in both the places. The result of this is that people of Phulwareah prefer to get liquor from Burrownee. Merely the use of indifferent water has the effect of moving people to prefer liquor of one place to that of another. What, therefore, would be the effect if the liquor was adulterated?

Prior to the Mutiny of 1857, and from my childhood, I have lived in the North-Western Provinces, where the outstill system, called "howli," existed. In my humble opinion the outstill liquor contains (if any) very little alcohol, but is a fair stimulant for the poorer class of people, and is just suited to the climate of India and to the nature of Indians.

In Oudh, especially the "Bhurs" and "Passees," who were the ancient taluqdars, but now the peasant classes of the country, used to consume large quantities of liquor under the outstill system during the native reign, but since the establishment of the sudder distillery they had to give up drinking country liquor on account of high prices and take to bhang and ganja, which grow as wild plants in Oudh, the effects of which are detrimental to their health and injurious to agricultural prospects. Bhang and ganja stupefy a man: ganja soon affects the brain, and I have seen several persons turning insane from its effects.

Since the introduction of the outstill system pachwai has to a great extent diminished. Tari sale, though diminished during the cold and rainy seasons, continues the same as before in the hot weather.

I personally know that considerable illicit distillation of spirits among respectable people was carried on, as they did not wish to be exposed by having their special liquor, which they generally drink, distilled in the sudder distillery. This has been under the present system entirely stopped. I know that these people now have their liquor manufactured in the outstill distillation, instead of illicitly distilling the same, as they used to do before at home for the sake of privacy, as the distillers of the outstill system scrupulously, for their own interest, keep this fact within their own breasts. That whenever and wherever sudder distillery system will be, illicit distillation and smuggling must also exist. That opposite to Oudh district, where the sudder distillery system exists on the Nepal frontier, smuggling is to a great extent carried on. This would at once cease if the outstill system would be extended there.

Zemindars and others of the more wealthy classes get liquor manufactured at the outstill from materials supplied Annexed is a memorandum of the materials supplied by them for distillation.

The outstill system has in no wise led to any increase in drinking country liquor amongst the upper classes, especially in the city or town, as they prefer imported spirits and wine to country liquors, and even in villages the use of imported liquor is gradually getting in vogue. When I was in 1876 in the Phulwareah estate, there was no shop of imported liquor at Bagosurrai (a sub-division of Monghyr). In 1882 I found one shop doing a very good business.

In the city or in the villages, either under the old or present system, liquor could and can always be had at any hour of the night, but that only by people of authority and influence, not by the ordinary or low class of people, and this can never be effectually stopped. Frequently the subordinate protectors of the excise law become the breakers thereof.

I have never heard that since the present outstill system has been established in Bengal and North-Western Provinces liquor has, in exchange for grain or ornaments, ever been supplied. It is sold on credit to approved and respectable customers. I have witnessed, while practising as pleader at Monghyr, that the Jamalpore wine-merchants of imported liquors are in the habit of giving large credits to the railway employés,

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and afterwards suing in the Small Cause Court. Attachments of pay and property are continually taking place, even up to date. This is attributable to the ready credit which the employés, Europeans and Eurasians, of the Railway Company at Jamalpore and other places can get, and this has led to the ruination of many respectable families. If the provisions of the English Statute, known as the "Tippling Act," and which, I believe, have been extended to the Presidency towns, are extended to the mofussil, there would certainly be a great check to immoderate drinking in all classes.

From my long experience, being born in the country, having lived in the North-Western Provinces, Oudh, Bengal and Madras Presidencies, and travelled in the Punjab, Central India and Bombay Presidencies, I regret to say that morality has rather retrograded from the effects of drinking, not of country liquor, but of imported spirits and wines among the educated native community, than progressed within the last ten years, and daily their morals are getting more and more lax.

The material prosperity of the educated class of natives has been injuriously affected by the habit of drinking, and they consume imported spirits and wines more than country liquor.

If any restriction in the consumption of country spirits be put, the people will again resort to bhang and ganja, and the practice of smuggling will be adopted. In my humble opinion increased competition amongst the outstill distillers is the best and only security for their improvement.

Suggestions.—Copper boilers should be entirely removed and earthen boilers introduced, and no copper utensil be used in any shop in any way. In the Nepal dominion only earthen vessels are used, as liquor kept in earthen jars remains cool and good. If kept or carried in copper pots, it gives a coppery smell and taste, and is detrimental to health. Earthen jars that are used as distillers are first wrapped with one-eighth inch thick rope and then plastered with mud, which preserves and keeps them safe.

Control.—Municipal Commissioners ought to have the power to select sites for liquor-shops, and full control over manufacture and sale of country liquors. The Commissioners, without giving notice to the distillers, should inspect at all times the outstill distilleries and shops, and examine the materials used for manufacturing, and if found unfit, condemn the same. They should also examine and see the liquors in stock or in distillation, and, if necessary, send a sample of liquor of any quality in a sealed bottle for examination to the Chemical Examiners, Calcutta; and if any adulteration of poisonous substance be found, the shop keeper may be severely dealt with under the Indian Penal Code and Excise laws.

Memorandum of the materials for preparing "asho" for the higher classes of Natives.

	লাল চিনি	...	৷৷০ বিশ সের।
	মনক্কা ...	...	/৬ ছয় সের।
	কিশমিশ ...	...	/৬ ঐ
	বাদাম ...	...	/৪ চারি সের।
	ছোয়ারা ...	...	/২ দুই সের।
	পেস্তা ...	...	/২ ঐ
	ছোট এলাচি	...	/১০ চারি ছটাক।
*	বড় ঐ	...	/১০ ঐ
	লবঙ্গ ...	...	/০ এক ছটাক।
	জায়ফল ...	...	২ দুইটা।
	যৈত্রী ...	...	½ আধ তোলা।
	দারুচিনি	...	¼ সিকি ছটাক।
	তেজপাত	...	ঐ
	জাফ্‌রাণ	...	½ আধ তোলা।

* এই সমস্ত জিনিস চূর্ণ করিয়া চিনির সহিত মিশ্রিত করতঃ পচাইতে হইবে, তৎপর নিম্নলিখিত শুরুয়া প্রস্তুত করিয়া তাহার সহিত চুঁয়াইতে হইবে :—

ছয় মাসের ছাগলের ছানা	...	... ৪ টা
পুরুষ জাতীয় বাটর পক্ষী	...	... ২০ টা
ঐ চড়াই	...	... ১০ টা
ঐ জঙ্গলী তিতর	...	... ঐ
রোহিত মৎস্যের শির	...	... /৪ সের।

উপরোক্ত মাংস বড়২ টুকরা করিয়া দুই ঘড়া জলে সিদ্ধ করিয়া এক ঘড়া থাকিতে নামাইয়া ঘৃতে সম্বরিতে হইবে। সিদ্ধ করিবার সময় পাত্রের মুখ বন্ধ থাকিবে, এবং দুই ঘণ্টা সিদ্ধ করিবে।

	Kutchee sukkar (red sugar)	20	seers.
	Munucka	6	do.
	Kismis (raisin) ...	6	do.
	Badam (almonds) ...	4	do.
	Jhoahra (dry dates) ...	2	do.
	Pista	2	do.
	Chota illachee (small cardamom)	4	chittacks.
*	Burrah ditto (large ditto)	4	do.
	Loung (cloves) ...	1	do.
	Jaiphul (nutmeg) ...	2	(two).
	Jaitry	½	tolah.
	Dalchiny (cinnamon) ...	¼	chittack.
	Tejputta	¼	do.
	Jafurran (saffron) ...	½	tolah.

* All these are to be pounded and mixed with the red sugar and placed for fermentation and then distilled with the following soup :—

Kids (male, six months old)	...	4
Male quails (buttairs) ...	...	20
Male sparrows (gowreas)	...	10
Male partridge (teetar) ...	...	10
Heads of row fishes ...	...	4 seers.

Soup to be made.

All these to be cut up in large pieces, and boiled down for two hours in a closed vessel containing two *kalsis* of water till one *kalsi* of water only is left in the vessel, and then to be boiled in hot ghee (clarified butter).

Statement of Mr. H. W. Stevens.

I AM very well acquainted with the districts of Monghyr, Bhagulpore, Durbhanga, and Mozufferpore. I have been resident in these districts and constantly moving about for the last 20 years. During that time I was constantly employed on various public works, and have had very large gangs of labourers of various descriptions under me.

I know so far about the working of the sudder distillery and outstill systems that there were more supervision and restriction in the former than in the latter.

I have no reason to suppose that drinking has increased in the above districts during the last 10 years, but I do consider that the location of outstills in prominent localities in the neighbourhood of indigo-factories and bazars has made drunkenness more apparent.

I have never known drinking among school-boys. I think there has been an increase of drinking among domestic servants. I judge from my own servants, more especially among syces and outdoor servants, than among the indoor servants. In seems to be more in the districts north of the Ganges than in Monghyr and South Bhagulpore. I do not think that the pure agriculturists drink at all. Day-labourers much prefer tari when they can get it. When they cannot get they drink country spirits. On my quarries near here there are several hundred people employed. There is no difficulty caused by getting these people drunk, and no complaint on the subject. There is no liquor-shop at any of these quarries. There may be liquor-shops in the adjoining villages for all I know. These people, like all other low-caste labourers, get drunk at the Holi and other festivals. I do not believe that the drunken bouts on these occasions last longer now than they did formerly. I have never seen a drunken woman.

From my own experience, I should say that no caste which did not drink while the sudder distillery system was in force has now acquired the habit of drinking. I consider that the increase in drunkenness which I observed among the domestic servants is wholly due to increase of wages. Syce's wages have risen to 50 per cent. during the last 20 years, and the price of food in normal years has not increased.

The last five years previous to the present one have been years of prosperity in the districts above mentioned ; and if there has been any increase in the consumption of liquor in these years, it has been mainly attributable to that prosperity.

There has been a very marked increase during the last four or five years in the expenditure on the marriages of the labouring classes ; such expenditure has materially increased the consumption of liquor. Country spirit, and not tari, is mainly drunk on these occasions.

I do not think the consumption of tari has diminished. I know that the rent obtained from the tari-tree is not less than what it used to be, and may be more.

I know nothing about illicit distillation ; I never heard anything on the subject.

There used to be some smuggling of spirits across the border from the Nepaul territory, but I believe it was not very extensive, as the smuggled liquor did not get further than about five miles this side of the frontier.

I should say that the outstill system has not led to any increase of drinking among the well-to-do classes. They as a rule prefer imported liquor.

I think liquor cannot be obtained from outstills after the hours for closure.

I think there should be a rule against placing outstills near cross-roads in towns or villages, or in bazars close to indigo-factories, or in other places where they are likely to tempt people to drink who would not otherwise drink, or becoming nuisances to the people in the neighbourhood.

I should let municipalities decide upon sites subject to the control of the district officers. Similarly, I would give the power to limit the number of outstills within the municipality subject to the same control. In the mofussil and in the interior *panchayets* and *mallicks* should have a voice in the matter. In places like Tirhoot, where Europeans have large interests in lands as farmers, I think they should be consulted before the establishment of outstills ; *i.e.*, where an application is made to place an outstill in any particular place, the nearest planter should be asked for his opinion regarding the suitability of the site, or any objection that may exist to it.

Statement of Mr. T. C. Orr, Assistant Superintendent of Police.

I HAVE been here since the last eight and a half months.

I have some knowledge of the sudder distillery and outstill systems.

A few months ago I received orders from the Commissioner to visit the outstills within the municipality of Monghyr at uncertain hours of night, and directed to make notes of what I observed, viz. the number of persons present, the class of persons, what state they were in, and whether they were drinking inside the compound or on the public roads. I found that these outstills were most frequented between the hours of 5 and 8 p.m. I generally found from 20 to 52 persons present, drinking in groups of 3 or 4. The class of persons was usually mechanics from the Jamalpore worksbops, heldars, fishermen, and a very small number of Mahomedans. I generally found them happy and talkative, but very rarely intoxicated. I have never seen a man drunk and incapable, but in a few cases I have seen men reeling along the road.

The men whom I saw drinking in the outstills were generally of the artizan class, fishermen, drivers, and other labouring classes. In very few instances I saw Kayasths or any

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respectable people frequenting outstills. I visited outstills at night in the rural tracts, and the same remarks apply.

I have never heard of any deleterious substances being mixed with the liquor.

Statement of Mr. Ambler, Manager of Mr. Dears.

I HAVE resided in Monghyr for the last 23 years.

I understand the two systems. Under the sudder distillery system duty was levied on still-head, *i.e.*, a certain rate was levied per gallon according to strength. In the outstill system certain rights are leased out to contractors at fixed rates. He is allowed to make as much profit as he can.

I have reason to believe that drinking and drunkenness have increased during the past few years. This increase has been noticed amongst the artizan class, domestic servants, and day-labourers. The increase has been large during the past two years. I employ a large number of stone-cutters and coolies, and I have noticed a very great increase of drunkenness amongst these men, so much so that my work is often impeded from this cause.

In the Patna City, near the police-station of Malsarami, I saw, what I never saw before during my experience of 25 years in this country, women drinking in one of the outstills. These women were seated behind the raised counter, separate from the male drinkers. There was a separate entrance to the portion where the women were seated, the entrance being screened by a grass tatti.

I have seen quite young boys under the influence of liquor, but I cannot say if they were school-boys. I cannot say as to agriculturists. I have said above as regards domestic servants, day-labourers, and women.

Peons and servants, who formerly prided themselves as belonging to castes or classes which did not drink, now drink openly, and seem to have lost all shame of being seen drinking or drunk by their fellows.

The increase of drunkenness I attribute to the outstill system, the increased facilities in obtaining liquorby the greater number of shops established, and to the extremely low rate at which liquor is sold. My experience is not confined to Monghyr alone. I visit Bengal and also the Behar districts of the Patna and Bhagulpore Divisions; my work also takes me occasionally to the North-West, Agra, Allahabad, Cawnpore. It appears to me that there is more drunkenness in Patna, Monghyr, and Bhagulpore districts than in North-Western Provinces or in East Bengal.

The last five years have been average years as regards crops, but far above average years for day-labourers and artizans owing to increased demand for labour; and then men have a larger margin to spend in luxuries, and the consumption of liquor would depend on the amount these men had available to spend.

I cannot say what the retail prices of spirits were formerly under the sudder distillery system. The prevailing prices under the outstill system are infinitely below those prevailing under the sudder distillery system. I hear that a bottle of liquor can be bought for one pice.

I have been told by those who drink that dhatura and other ingredients are put into the liquor to increase its intoxicating effect.

The consumption of tari has considerably diminished. The low price of liquor has replaced it. The rent for tal-trees has very much diminished. I know this to be a fact, as I have a number of tal-trees. The rate from date-trees has not diminished as far as I know. Sugar is now being manufactured from date-juice. This industry has been started lately in this district.

I never heard of illicit distillation in my 23 years' experience of the district. I should think it would be very difficult to carry it on on account of the powerful odour from the residue of the distillation.

I do not think the outstill system has led to an increase of drinking or drunkenness among the upper class of people; they prefer cheap imported spirits and rum made by the European method.

I think the classes of people amongst whom there has been an increase of drinking and drunkenness have been injured by the effects of drinking; they do not live in the same degree of comfort as they did before.

I would suggest a reduction in the number of outstills, and curtail the hours during which liquor can be obtained. I would give the municipality, where one exists, the control over the sites of outstills within its limits. The outstills in rural tracts shou'd be away from dwelling-houses to prevent nuisance.

Statement of Sheik Rahamut Ali, Zemindar.

I AM an inhabitant of this district.

Under the old outstill system there was much drinking. When the sudder distillery was introduced the result was a liquor famine, and the poorer people had to go without liquor. Now they are able to obtain cheap drink again. The men who drank before drink now more. They are Banpar, Barhi, Dossadh, Koiri, Jolha, Kalwar, and other low orders of people. Besides these, other people also now drink owing to the cheapness of liquor. There

are sometimes such crowds round the entrance of some of the outstills that I found difficulty to get passage for my carriage, such as at Bekapore, Karra maidan, and one at the Jamalpore road. I see this constantly this year, as well as in preceding years. I frequently spoke to the Secretary of the Municipality about this matter, but to no practical effect. This nuisance is worse from evening up to 8 or 9 o'clock. Bekapore outstill is near my house. Many of the labourers on small wages drink away their wages, leaving their families without food, and also there are drunken rows and assaults. Women do not as a rule drink. I see no increase of drinking amongst them.

I have not seen any school-boys drink, nor can I say precisely if there is any increase amongst agriculturists and others. As from the records of the Office it will be seen there is a great increase of consumption, there must be increased drinking. Under the sudder distillery system I hear that the retail prices were 8 to 4 annas per bottle, and mostly vary from 8 annas to 2 pice.

I would go back to the sudder distillery system; I would suggest that measures be taken to prevent crowds about the liquor-shops; that no one should be allowed to drink outside the shop; that there should be sufficient accommodation for all customers inside the shops.

Statement of Mr. T. G. Moore, wholesale Wine-merchant.

I HAVE been in this district over 40 years.

I have no precise knowledge of the sudder distillery and outstill systems. I was Superintendent of Municipal Works in this Municipality for about nine years, from 1873 to 1881.

I believe drinking has increased to some extent. I believe that there has been an increase of drunkenness because the poor people have now greater access to liquor, but the fact of drunkenness has not been forced to my notice.

I have never seen school-boys drinking or drunk. The domestic servants drink now more than they did before. I do not know about the agriculturists. I have never seen day-labourers under me drunk at their work. I do not know what they may have done afterwards. I know of one woman of very low caste as a habitual drunkard, and I do not know any other.

I believe that people belonging to classes who could not afford to drink when the sudder distillery system was in force drink now more freely because liquor is cheap. The classes who drink are chiefly kalyemen (tin-cutters) and day-labourers.

The increase which I have testified to in drinking is due to cheapness of liquor and nothing more.

The rates of wages have been the same during the last ten years. They are higher than they were in the days gone by; but I am talking of the last ten years.

In the first outstill system the lowest price of a bottle of liquor was three lohia, which is equal to two pice; but the price under the sudder distillery system was much higher.

The consumption of tari has been in my opinion affected by the cheapness of the outstill liquor. Mahomedans particularly who used to drink tari have now taken to outstill liquor.

I never heard of illicit distillation.

I have heard that under the old outstill system some well-to-do people used to get their liquor manufactured from materials supplied by them on occasions of weddings, &c.

The only suggestion that I have to make is that the present system be done away with and the sudder distillery system reintroduced. The dearness of the liquor under the sudder distillery system not only kept down the drinkers, but reduced the amount consumed. The outstill system has introduced a cheap liquor, which not only enables a man to drink more than he did before, but also enables many others who could not afford to drink before to drink now.

This increase of drinking demoralizes the people, and therefore I would wish to return to a system which limited the consumption of the poorer classes.

Statement of Mr. G. Thomas.

I HAVE been in this district 37 years. I have no experience of the working of the sudder distillery and outstill systems. I believe drinking has increased somewhat, especially among the lower classes. I have not seen school-boys or any woman drunk. Amongst the lower caste domestic servants drinking has increased; of other classes I know nothing.

I do not know of any class of people that did not drink when the sudder distillery system was in force taking to drink now.

I attribute the increase of drunkenness to the prosperity of the country.

The last five years have been prosperous in this district, and I think this prosperity has affected the consumption of liquor.

I cannot give the retail prices of liquor under any of the two systems.

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The spirit distilled in the sudder distillery was stronger than it is now, as the distillation in the sudder distillery was London-proof and could not be used without adulteration. I have no reason to think that liquor distilled in outstills is more injurious to health than that distilled in sudder distilleries. I do not know whether dhatura or other poisonous substances are mixed with spirits, nor heard of such practices during the *Holi* festival.

I do not think that since the introduction of the outstill system the consumption of tari or pachwai has diminished.

I do not know of the existence of any illicit distillation before the introduction of the outstill system.

I understand that zemindars and other people of the richer classes rarely get liquor manufactured at outstills from materials supplied by them. This is done only by men of position.

The higher classes do not use country spirits. Imported spirits are used by them.

I do not know whether liquor can be obtained at outstills after the hours for closure.

Holders of outstills sell on credit only to those whom they can trust, but not in exchange for ornaments or grain.

Drunkenness is demoralizing, but personally I do not see any change for the worse since the introduction of the outstill system.

I am not aware of the material prosperity of any class being injuriously affected by the habit of drinking.

I have no suggestions to make. I am satisfied with the present system.

Statement of Mr. W. Thomas, Missionary.

I HAVE lived all my life in the Bhagulpore and Monghyr districts. I am a Missionary, and my work lies along the Loop and Chord lines from Burdwan and Mokama. My work is mainly amongst Europeans.

As a rule, drinking has increased amongst the natives of the parts of the country with which I am acquainted during the last few years.

My reason for forming this opinion is that I have observed that artizans and mechanics who, as a rule, were not one of the drinking classes formerly, have now almost unusually taken to drinking. This remark especially applies to Monghyr with Jamalpore. Along the line I have heard many complaints from Europeans that drinking is on the increase among domestic servants.

When I was in the Nuddea district two years ago, I found extensive drunkenness amongst the coolies upon whom we depended for labour. Generally in the bazar I see more men under the influence of liquor than I used to see five years ago, while I was an indigo-planter.

I do not remember seeing a woman under the influence of liquor. It is observed that women of low caste, who used to drink occasionally before, now habitually drink. I never heard of any school-boys drinking. On the other side of the river we have an estate where Babhans, Brahmins, well-to-do Koiris, and Gwallas reside. These people did not drink before, and they do not drink now, though there is an outstill in their immediate neighbourhood.

I think the causes of the increased drunkenness are increased facilities for obtaining liquor, and also because outstills are held by persons who make their livelihood by the sale of liquor, and who are therefore tempted to increase the number of their customers.

Some time ago there were several outstills along the road from Monghyr to Jamalpore, and these used to attract the workmen going to and returning from the workshops of Jamalpore, who used to sit down and drink, whereas if the liquor-shop had been in out-of-the-way places they would not have gone to look for them unless they were confirmed drinkers.

I do not think that the industry, *i.e.*, the quality of work turned out by these workmen, has been affected, but their material condition has been injured; the high wages (Rs. 16 a month)—and it might be that two men of the same family might be drawing the same sum—would have bettered their condition, but that they spend a large portion of their earnings in liquor. They rarely take back more than Rs. 4 or Rs. 5 to the support of their families out of their monthly earnings.

To reduce drunkenness I would lessen the number of shops and raise the selling price of the liquor.

I think if there were spontaneous expressions of the opinion of the people against the establishment of any liquor-shop they should be attended to. In the absence of such expressions, I would place a certain amount of control in the hands of the municipality or punchayets.

Statement of Baboo Dheraj Karan, Government Pleader.

I AM an inhabitant of this district. I have no practical experience of the sudder distillery and outstill systems.

I have reason to believe that since the reintroduction of the outstill system drinking and drunkenness have increased. I have seen myself in the evening hundreds of people going to the grog-shops and drinking there. I have also seen more drunken men going about the streets, generally after sunset. These are generally low-caste people, such as Kahars, Chamars, Dossadhs, Gorees, Banpars, Doms, Mehters, Gwallas, Kayasths, and Mahomedans of lower order, who serve as menial servants and carry on low professions, such as selling fruits, &c.

Some higher classes of Hindus, who did not drink before, have commenced to drink now, but I do not attribute this to the outstill system.

I attribute the increase principally to cheapness of liquor, and also to some extent to the bad examples set by the more educated class of people, who ordinarily drink imported liquor.

I find there is an increase of drunkenness amongst domestic servants and day-labourers. I cannot say about agriculturists and women, Gorees or fishermen, who generally drink.

On the whole, the last five years have not been prosperous in this district. I do not attribute the increase of drinking to prosperity.

I know as a fact that the consumption of tari has much diminished in consequence of cheap outstill liquor. I have observed several tari-shops in a miserable condition, very few people going there.

I would suggest that the price of liquor might be raised and limit the quantity to be distilled. I would have a better-paid and trustworthy establishment to look after the shops. I would also suggest that in the selection of sites the respectable inhabitants should be consulted.

Statement of Mohendra Nath Roy, Pleader, Judge's Court.

I AM not an inhabitant of this district, but have been residing here for more than ten years.

I have no practical knowledge of the sudder distillery and outstill systems.

I have reason to think that drinking and drunkenness have increased since the introduction of the outstill system. I see now more people drinking than I saw four or five years ago. I see also more cases of drunken men quarrelling in the public streets than I did before. This increase I observed amongst the lower orders of the people, who belong to castes who did drink during the sudder distillery system. There is a perceptible increase amongst domestic servants. I cannot say about agriculturists; there is a great increase amongst day-labourers.

I attribute the cause of this increase principally to the cheapness of liquor sold at outstills, and partly to the example of the higher orders of people who drink.

Under the sudder distillery system the retail prices of a bottle of liquor were 4 annas to 1 rupee, and at present are 3 pice to 1 rupee.

The last five years were prosperous for labourers, the prices of food-grains being cheap, but they were not so for agriculturists.

I have heard from people who drink that the outstill liquor is adulterated with dhatura, nux-vomica, and tobacco stalks, as they think that it would be impossible to make them drunk by a bottle of outstill liquor of two pice unless some deleterious substances were mixed with it.

I would revert to the sudder distillery system, but I cannot give any practical suggestion to work. If the present system were to remain in force, there should be a limit to distillation. I would not allow people to drink within the premises of outstills. In the selection of sites the wishes of the people should be consulted.

Statement of Baboo Kumleshri Pershad, Zemindar

I AM an inhabitant of this district.

Drinking has increased to some extent among the lower classes of people in the interval of the last ten years, viz, Doms, Dossadhs, Chamars, Gondhies, Mallahs, Jolhas, Lohar,s Bagdis, and Mehtars, &c.

As far as I know, drinking has not increased among school-boys, agriculturists, and women, but to some extent among day-labourers and domestic servants.

In my opinion people belonging to classes which did not drink while the sudder distillery system was in force have not acquired the habit of drinking since the introduction of the outstill system.

I know of no other remedies which can check the increase of drunkenness except these: 1*stly*, that at the time of settling shops with the abkars the rate at which liquor should be sold to persons may be fixed, and also the limit as to strength thereof determined, so that they may not manufacture liquor of higher strength, nor sell it to persons at a lower

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rate ; *2ndly*, that as in the town shops are settled in separate lots, so the licensees sell their liquor at such a low price as to find rapid sale among the people. If all these shops be let out to one man, the liquor would of course be sold at a high and uniform price.

The cause of increase in the consumption of liquor is also due to the low classes of people having profited by their finding employments to a large extent since the last five or seven years.

The rate under the sudder distillery system varied from one rupee to one anna per bottle, and under the existing system from below one rupee to six pies per bottle.

The liquor distilled under the sudder distillery system was twice as much strong as that distilled under the existing outstill system.

So far as I know, the liquor distilled in outstills is not more injurious to health than that which used to be distilled in the sudder distillery, because liquor then distilled was stronger, and so it used to cause injury to the health of the people. I do not know whether dhatura or any other noxious drug is used in the preparation of country spirits.

According to my knowledge, the introduction of the outstill has not diminished the consumption of tari and pachwai.

Of course the lower classes of people used to practise illicit distillation during the enforcement of the sudder distillery system in consequence of the high price of liquor, and were generally detected by the police, *but* since the introduction of the outstill system illicit distillation is not heard of.

According to my knowledge, respectable gentlemen, when under the necessity, used to get liquor in the shape of *asho*, *riacullahum*, distilled through the native physicians at the time of the sudder distillery system, but this has ceased since the introduction of the outstill system.

Drinking has increased among the upper classes, but they use imported liquor largely. Some of them use country liquor also.

Since the introduction of the outstill system no liquor can be obtained therefrom during the hours at which they are closed.

The holders of outstills do not supply liquor in exchange for goods, such as ornaments, &c., but they do so in barter for grain and mohwa flower. They might be selling liquor also on credit.

I have not been able to find out exactly whether there has been any immorality among the people in consequence of the habit of drinking.

I do not know that the material prosperity of any class has been injuriously affected by the habit of drinking.

In my opinion I do not see any evils in the existing outstill system except the increase of drinking among the low classes of people, to check which I have already suggested the measures that ought to be adopted. The system at present existing is better.

Statement of Mr. Hartley, Superintendent of the East Indian Railway Workshop at Jamalpore.

I HAVE been over 20 years in the service and 19 years in Jamalpore. The Company have over 3,000 workmen employed in these workshops. I have noticed a very great increase of drinking and drunkenness among the men. There were a number of shops on the Jamalpore road, and these shops were frequented by our workmen on their way back from the work-shops. Some of our best workmen have been so seriously affected that we have had to reduce their pay. They not only cannot do work of the same quality, but they are not steady workers, and are frequently absent. Some of the best men have had their pay or earnings reduced owing to their unsteady habits, and also their work not being up to what they can do and did turn out four or five years ago. These men would be turned out altogether but that men of their skill cannot be obtained very readily. Most of these men have been employed in the workshops for years. Some of them came in as boys, and though known to drink were never incapable of work. This state of things has only begun to show itself the last four or five years, but has grown much worse the past two years. The Company, to reduce the number of men absenting themselves on Mondays or other days, generally passed a rule in 1872 by which a man loses a Sunday for each day of unauthorized absence, the amount of such extra deduction being limited by the number of Sundays in the month. Out of the 3,000 men employed in their works, as a rule 600 are absent on a Monday, and from enquiries we have made we find many of these men are absent, being prevented from coming to work from the after effects of a drinking bout they had been indulging in on the previous Sunday. But on this point I think the foreman of each shop will be able to give you better evidence. I will have a statement prepared of the number of men employed under each foreman, and also a statement showing the number of men absent on Monday, and the number absent on other days of the week. I attribute this increase of drunkenness among the men mainly to the cheapness in price, and also to the facilities offered for the purchase of liquor. This increase of drunkenness is the cause of great inconvenience to the Company, and a great hindrance to our work. Some of these men were trained in the shops and were sober, hard-working men till three or four years ago, when they took to drinking in excess. It would be as well if you examine some of these men yourself.

A. *Monghyr.*

EAST INDIAN RAILWAY.

LOCOMOTIVE DEPARTMENT.

Memorandum.

Number of men on the books	...	...	3,140
Number of men usually absent on Mondays or after a holiday		...	600
Number of men usually absent on other days	...	...	300

B.

EAST INDIAN RAILWAY.

LOCOMOTIVE DEPARTMENT.

List of employés in the Shops on the 31st December 1883.

NAMES OF SHOPS AND OFFICES.	Assistant Superintendent.	Foreman.	Assistant Foreman.	Boiler Inspector.	Store-keeper.	Assistant Store-keeper.	Store staff not natives.	Draftsman.	Assistant draftsman.	Time-keeper.	Police Sergeant.	Assistant Police Sergeant.	Covenanted workmen.	Uncovenanted workmen.	Apprentices.	Native clerks.	Office menials.	Native workmen.	Durwans and coolies.	Contractors.	Contractors' men.	GRAND TOTAL.
Assistant Superintendent's Office.	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	12	6	...	...	...	...	
Detail store	...	...	...	..	1	1	2	...	...	...	...	...	...	...	...	21	6	113	...	...	...	144
Drawing Office	...	...	...	...	...	...	...	1	6	...	...	...	...	...	...	...	1	...	...	...	...	8
Time-keeper's Office	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	5	2	...	...	...	...	8
Erecting, tender, carpenter, and paint-shops.	..	1	2	...	...	...	...	...	...	...	...	...	9	36	24	6	5	642	...	2	97	824
Fitting and mill-wright shops	...	1	...	...	...	...	...	...	...	...	...	...	2	9	6	5	3	240	...	4	158	428
Turning-shop	...	1	1	...	...	...	...	...	...	...	...	..	...	...	...	4	2	103	...	28	149	288
Boiler-maker's shop	...	1	...	1	...	...	...	...	...	...	...	...	3	2	3	4	2	263	...	1	269	549
Blacksmith's spring, steam, hammer, and wheel-shops.	...	1	...	...	...	...	...	...	...	...	...	...	1	1	...	5	3	89	...	1	212	313
Foundry and pattern-maker shops.	...	1	...	..	...	...	...	...	...	...	...	...	1	2	...	4	2	75	...	3	469	557
Brass finishing-shop	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	1	4	...	2	39	48
Copper and tinsmith-shops...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	1	2	2	47	...	1	11	65
Locomotive police	...	...	...	...	...	...	...	...	...	...	1	1	...	...	...	1	...	...	65	...	...	68
Total ...	1	7	3	1	1	1	2	1	6	1	1	1	16	50	34	71	35	1,576	65	42	1,404	3,319

(*Vide* Mr. Campbell's letter No. 2595—1944, dated 8th April 1884, appended.)

Statement of Mr. Mitchel, Foreman of Smiths at the Jamalpore East Indian Railway Workshops.

I HAVE over 300 men working under me. There is a great increase in drunkenness among these men. They all more or less drank before, but they have now taken to drinking to excess, so much so that my work is often hindered by these men being too drunk to come to work. In former days it was seldom that a man was absent on account of being drunk, but now I have occasionally to send men away who, though not actually drunk, are suffering from the after effects of drink, and are unable to do any delicate work. Some of the best workmen are those who drink most. On more than one instance I have had to remove men to less remunerative work on account of their becoming unreliable in certain important work, both in attendance and workmanship. This increase in drunkenness has been noticed by me for the last two years only. There was always more or less drinking, but now it is so bad that we are unable to get the regular amount of work done on a Monday or the day succeeding a holiday. These men go in for a regular big drink on a Sunday, and are unable to work on the following Monday. Some come to work on the Monday smelling so strong of liquor that it is unpleasant to stand near them. The number of men absent on a Monday is increasing, although, according to rule a man loses two days' pay for one day's absence without medical certificate. Men are constantly coming before me under the pretence of being sick, but on examination they prove to be smelling strong of liquo and suffering only from the ill effects of a big drinking bout. Formerly a man was ashamed

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of being seen drunk on the street, or being turned out of the workshop for smelling strong of liquor; now it is so common that men do not seem one bit ashamed.

(*Vide* Mr. Campbell's letter No. 2595—1944, dated 8th April 1884 appended.)

Statement of Mr. Stewart, Foreman of turning-shop.

I HAVE been 22 years at Jamalpore. I am the Foreman of the turning-shop. I have 336 men employed under me. There has been a very great increase of drunkenness among the men in the last three or four years, but it has made itself felt more the last two years. Many of the men are unable to do their work, or the work they turn out is inferior to what they were able to do before, owing to their having taken to drink lately. I allow these men have always drunk more or less for years. I knew that many of them did take a little, but they now take a very much larger quantity, and are often drunk, but not drunk in the works. It was quite an exception for any of the men to come to the shop smelling of liquor, but now many men have to be turned away owing to their not being in a fit state to do their work from being under the influence of liquor. I do not mean that any come to their work actually drunk, but they are sometimes more or less stupid owing to their having been drinking between Saturday and Monday. We are unable to get the same class of work done by these men as was possible twelve or fifteen years ago. I feel great inconvenience from the workmen absenting themselves constantly from their work on Monday. Some of these men return to work on Tuesday, but it is not till the Wednesday that the full complement return to work. Some of the best men have taken to drink. We cannot afford to turn these men away altogether, as we cannot replace them with other men. But we have had to punish them either by reducing their pay or keeping them out of work for eight or ten days each time. These men would make from 18 to 20 rupees a month, perhaps more. Some would make as much as 50 rupees a month. The increase of drunkenness and the absenting themselves from work has increased greatly of late; in fact, it was not noticed five or six years ago. Drinking has materially affected these men. They not only lose pay by being absent, but their work is of an inferior quality to what they used to turn out formerly, and instead of improving their condition year by year, are in the same position now as they were ten years ago. In many cases their condition is decidedly worse than it was ten years ago. I have heard that many of the workmen buy on credit and pay off their liquor bills at the end of the month after they draw their pay. There are some men working under me who it would be as well for you to examine and hear what they have to say.

(*Vide* Mr. Campbell's letter No. 2595—1944, dated 8th April 1884, appended.)

Statement of Poocha Barui Mistree, an inhabitant of Kasim Bazar.

I AM employed in the Jamalpore Workshop. I have always drunk liquor. Formerly under the "gallon" system (sudder distillery system) I used to drink; but at that time the liquor was dear, and I could only drink now and then. The liquor could not be bought at that time under 8 annas a bottle, and I bought 2 or 4 annas worth once or twice a month. Now I can buy the same liquor for 4 pice, so I drink every day. I have not a credit account myself, but know others who have. My pay formerly was Rs. 20 a month; it has been reduced to Rs. 16. I cannot say why my pay was reduced. I buy my drink from a liquor-shop near my house in Choábágh, at Monghyr. I never heard that dhatura or other things were put into the liquor. I never heard any of the men who drink complain of this. I bought formerly 2 annas or 4 annas worth of the 8-anna liquor, and added water to it myself and drank it. It never made me drunk, but I felt "better" after I had taken it. Now one bottle of the 4 pice liquor makes me feel "happy," and a very little more than a bottle makes me drunk. I cannot explain this. This is so, that is all I can say. The liquor now sold for 4 pice, and sometimes 2 pice, is hot. I mean by hot that the liquor has fire heat in it, and is much more pleasant to the taste than that bought under the gallon system.

Note.—Mr. Stewart says this man was one of his best workmen. His pay was reduced because he was constantly drunk, and because the quality of his work is much inferior to what it was; that he has been on the works since his youth, and was never known to drink to excess before, but in the past three or four years he has gone completely to the bad. The Company have been forced to reduce his pay.

Statement of Deb Nath Barui Mistree, Puraingunge.

I AM employed in the turning-shop. I have nineteen men working under me. I make 19 or 20 rupees a month as a rule, but sometimes make above Rs. 30 a month. I did not drink under the "gallon" (sudder distillery) system. The liquor was too dear then. I do drink a little now. I buy my drink at the Bibichack outstill, on the road to Monghyr. I drink liquor bought for 4 pice, and sometimes we get it for 2 pice, a bottle. I never drink more

than one bottle at a time. I cannot explain why I get drunk on this small quantity. My pay has been cut, and I have been suspended and kept out of work. This was done by the Saheb's orders.

Note.—Mr. Stewart says this man is often absent on a Monday. He is constantly drunk, and is not the man he was five or six years ago.

Statement of Ram Kumar Sarkar of Jamalpore (East Indian Railway) Workshop.

I AM a native of Bengal. I am employed on the Jamalpore Works. I drank before, but have given it up now. I never touch liquor of any kind, and have not done so for the past three years. (Here the foreman, Mr. Evans, under whom the man works, breaks in, and says that the man was the worse for liquor less than 12 months ago; that the man is one of his best men and has had his pay cut and kept out of work for being drunk; that he, Mr. Evans, would have turned the man out, but that he is too good a man to lose; and that having his pay cut has done some good, as the man is keeping more sober and doing better work.) Ram Kumar continues his statement:—I used to drink country liquor. I always drank 12-annas-a-bottle liquor, which I can now buy at 4 annas a bottle. I sometimes buy rum at 14 annas a bottle. I get this from Messrs. Shaw, Friends and Company's shop at Jamalpore.

Statement of Shibdyal Mistree, of Jamalpore, East Indian Railway Workshop.

I AM employed in the Jamalpore Workshop. My pay formerly was Rs. 24 a month; it was reduced to Rs. 15 a month. In the gallon (sudder distillery) time I used to drink 2 annas worth of the 12-annas liquor. Now I buy a bottle of liquor at the Bibichack outstill for 2 annas. Formerly the 2 annas worth of liquor mixed with water did not make me drunk. Now the bottle of liquor I buy for 2 annas makes me drunk. I cannot explain why this is so. All I know is that the liquor now sold for 2 annas makes me drunk, but does not make me incapable. Many of the workmen employed on these works drink. Quite three-fourths of the men employed drink liquor every day. They drink on their way home. They do a hard day's work and want a drink on their way back to their homes. Formerly, under the gallon (sudder distillery) system, the liquor was dear, so only a few could afford to drink the liquor; now a man can buy a bottle at 2 pice. Thus many have begun to drink that did not drink before. In my opinion the numbers who now drink are quite double those that drank before. It may be more, but not less. Sometimes a man will drink a whole bottle and not get drunk; another time a man will get drunk on a smaller quantity than one bottle. I cannot explain this. I have heard the abkars put in all kinds of things to make the liquor strong and go to our heads. The Bibichack outstill is where most of the men go for their drink. If they have no pice with them, the man sells on credit, and the account is paid off when the men get their pay. There is a bound book in which all their accounts are kept. It is a bound account-book with a yellow cover. The largest amount due by any one man that I know of is Rs. 8. This man draws Rs. 12 a month, but the debt is one of long standing.

Note.—Mr. Evans, his employer, says this man has had his pay raised from Rs. 15 to Rs. 17 a month, as he has been doing better of late. He keeps sober for a time, then breaks out and is drunk for 5 or 6 days at a time. It is only within the past two years that the man has been so bad. He is the best man he has under him, and cannot turn him out as he could not get another man to replace him. He is constantly absent. In April last year he was absent 17 days, 15 days in May, and 11 days in June. This led to his pay being cut and being put on reduced allowance. This man has since resigned, but not apparently through drink.

Statement of Mr. Evans, Foreman of erecting-shop.

I HAVE over 800 men working under me. I have noticed a very great increase of drunkenness among the men in the past two or three years. We have a rule, made with a view to prevent men from losing time, by which they forfeit a day's pay in addition to the day actually lost, the application of the rule being limited to the number of Sundays there are in a month; but notwithstanding this, the men still lose a good deal of time. Many of the men come to their work now smelling strong of liquor and still suffering from its effects, and in consequence have frequently to be fined for unsatisfactory work or neglect of the same. The fact of being absent without a doctor's certificate rendering them liable to have two days' pay cut for each day they may be absent makes men come for doctor's certificates.

The largest number of absentees is on a Monday. Many of these men return on the Tuesday, but it is Wednesday before we get the full number to come to work. A large number of those who are absent are unable to come to work owing to being drunk or suffering from the after effects of drink. This matter has only been noticed the past few years. It has forced itself on my notice in the past two years I have made enquiries and spoken to the men about it, and am led to believe it is mainly, if not entirely, due to the cheapness

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of the liquor and to the temptations put in the way of the men to buy liquor on their way home from their work. The increase of drunkenness among the men is a very serious hindrance to our work.

We can never be certain of having our men at work when sudden calls are made upon us for work. Some of our best men have been completely spoilt by taking to drink. They are not only irregular in their attendance, but their work is of an inferior quality, and we have had to reduce their pay and otherwise punish them. It is becoming more and more difficult to get the same style of work out of these men as was possible 12 or 14 years ago. Many of the men who now drink have served in their shops since their youth, and though they have been known to drink, were never known to come drunk to their work and absent themselves on that account. From the last three years these men are frequently absent from their work. They are getting less ashamed of being seen drunk. So many of them drink now that those who drink are not ashamed of being seen drunk or being punished for the effects of drinking. I think it would be as well if you examined some of my men. They would be able to speak as to the sales on credit and other matters on which I am entirely ignorant.

(*Vide* Mr. Campbell's letter No. 2595-1944, dated the 8th April 1884, appended.)

Statement of Mr. Cole, Foreman of Foundry and Patent-maker's Shop.

I HAVE been some years at Jamalpore. I have over 400 men under me. They are chiefly down-country Bengalis. I have seen large crowds of men round the liquor-shops of an evening. I notice more drunken men about the streets than I did in former years. By former years I mean about four years ago. I do not know that more men absent themselves on a Monday than on any other day. I have not noticed any increase of drunkenness among the men employed under me.

(*Vide* Mr. Campbell's letter No. 2595-1944, dated the 8th April 1884, appended.)

Statement of Mr. Jenkins, Foreman of Boiler-maker's Shop.

I HAVE not many men serving under me who are addicted to drink. The men I employ are chiefly Bengalis. These men are seldom absent. I do not know that when absent it is on account of drink. I have never heard that it was so, nor has it ever come to my knowledge that drink was the cause of their being absent. I have noticed more drunken men about the streets lately. I mean by lately the past two years. My domestic servants have given me a great deal of trouble, but I cannot say I have noticed any very great increase of drunkenness among the men employed under me. I do not think they do drink to excess; if they did, it would certainly come to my notice.

(*Vide* Mr. Campbell's letter No. 2595-1944, dated the 8th April 1884, appended.)

Statement of Behari Mistree, Jamalpore East Indian Railway Workshop.

I HAVE been employed at Jamalpore Works for the past 24 years. I used to drink occasionally under the gallon (sudder distillery) system. I did not then drink regularly. I bought 2 annas worth liquor sold at 12 annas a bottle. I mixed it with water and then drank it. It used to make me feel "well," but never made me drunk. Now I buy a bottle of liquor for 2 annas; sometimes we get this liquor for 5 pice. A bottle of this liquor does not make me drunk. I drink a bottle or nearly a bottle every day. It gives me a headache and pains in my limbs, but does not make me drunk. I buy for cash, not on credit. I drink every day now. Sometimes I get drunk, but it is not from taking more than a bottle. I cannot explain why, but a bottle some days will make me drunk, while on other days it won't. I am quite certain I do not take more than a bottle the day I get drunk. I do not drink alone; generally there are four or five of us. We buy the liquor in the lump for us all; it may be a gharrah full. We each take an equal share and drink fair. It may be I have got more than my share and thus got drunk.

Note.—Mr. Mitchel, who is present, says that this man was formerly a sober man and one of his best men. Up to a recent period he was often absent owing to drink. He never comes to work in that state, but is not nearly the man he was. Now he is often drunk, and the quality of his work has fallen off. He is often absent, and has had to be suspended and so lose pay. All this is within the past three years.

APPENDIX TO ALL THE STATEMENTS TAKEN AT JAMALPORE, EAST INDIAN RAILWAY WORKSHOP. *Monghyr.*

No. 2595—1944, dated Jamalpore, the 8th April 1884.

From—D. CAMPBELL, Esq., Locomotive Superintendent, East Indian Railway,
To—The Member and Secretary, Excise Commission.

IN returning the printed documents received with your letter of 22nd ultimo to the address of Mr. Hartley, I beg to annex memoranda of sundry corrections pointed out by that gentleman as being necessary in the evidence recorded, apart from which I would remark that the documents contain other inaccuracies, which may be enumerated as follows:—

1. That some of our best workmen have been so seriously affected by drink that we have had to reduce their pay.
2. That very frequently men have had to be sent out of the works owing to their being found under the influence of liquor.
3. That as a rule 600 men are absent from the shops on a Monday or after a holiday.
4. That in order to remedy this state of things, the Company has lately had to pass a rule, by which a man absent for two days without a medical certificate has to forfeit his pay for two Sundays into the bargain.
5. That owing to the drinking habits of the men, the quality of the work generally turned out of the shops is inferior to what it used to be in former years.

With regard to the first point, I would mention that I cannot trace a single case of any native workman's pay being reduced for the reason mentioned. There have been three cases, as specified at foot, where about six years ago the pay of the men named was reduced owing to their being drunk on duty *while at an out-station.*

Mr. Hartley's and the Foremen's remarks as to reduction of pay refer to loss of daily wages or earnings caused by unauthorized absence from duty, which is especially the case with the contractors' staff. I have made personal inquiries into the cause of such absence, but have been unable to discover that it is due to the drinking habits of the men.

In regard to the second point, I would mention it is not the case that men have had to be sent out of the shops for the reason assigned. Men labouring under the effects of drink would not be admitted within the gate, and I would draw particular attention to Mr. Hartley's remarks contradicting the Foremen's statement on that point.

The third assertion is also inaccurate.

I have had the returns for three months of last year carefully examined, and find that the average number of native workmen absent from the shops on Mondays without leave or medical certificate is 480, and on other days of the week 458; so that it will be seen there is very little difference between the two occasions. Mr. Hartley's figures, I understand, includes absence from all causes, known or unknown, and are therefore not a proper guide for the purposes of the Commission.

During the whole of the three months in question, I can only find one case on a Monday and another on a Thursday where anything like 600 men were absent, the ordinary number on other occasions varying from 280 to 400.

The "rule" referred to in the 4th clause as above is not of recent introduction, as stated by the Foremen and others, but was brought into force by me 12 years ago as a safeguard against men taking up private work in the bazar, &c., and has no reference whatever to the alleged increase of drunkenness in the shops. It has, I may remark, been found to work most effectually.

As regards the assertion in the fifth clause, viz. that the quality of the work generally turned out at present is inferior to what it used to be in former years, I would remark that it is entirely a mistaken idea, as, with the exception of one branch, where I have an incompetent Foreman, the work will stand comparison with the result of any other period since the Jamalpore Workshops were established.

I notice that a remark which fell from me in regard to what I had observed some years ago during my drives of an evening into Monghyr has been erroneously ascribed to Mr. Hartley. It will of course need to be expunged from the printed document containing his evidence.

It is singular that I do not find the same state of things as above described existing at the present time, and where half a dozen petty liquor-shops were to be seen formerly in different points of the road to Monghyr, I now notice only one or two, and the men who resort to them not nearly as troublesome as in former years, when they would reel out in the various stages of drunkenness to the great risk of passing conveyances and the annoyance of pedestrians.

Memo. of men reduced in salary for unsteadiness while on duty at an out-station in 1878.

Shibdoyal, fitter,	reduced	from	Rs.	20	to	Rs.	15	per month.
Sai	„	„	„	15	to	„	12	„
Aklew	„	„	„	10	to	„	8	„

DISTRICT PURNEAH.

Statement of Mr. J. Pratt, Joint-Magistrate and Deputy Collector.

As a Deputy Collector for many years in Jessore and Mymensingh, I used to inspect the sudder distillery. During the period, from December 1879 to March 1883 I was Excise Deputy Collector of Purneah, and I resumed the appointment on rejoining the district last month.

I believe that drinking has increased since the sudder distillery system was abolished in 1880. Outstill liquor is cheaper, and when outstills were first allowed the number of shops was greatly increased, and therewith the facilities for people to obtain liquor. Though from last April the number of shops has been reduced to about the same figure as under the sudder distillery system, still it was not possible at once to destroy a taste that has been imparted to many. In my observation the increase has taken place among domestic servants, artizans, and small shopkeepers, and from information I believe it has taken place generally among Hindoo agriculturists and labourers of low castes.

Drinking has not increased among school-boys and women to my knowledge.

I do not think there can be any further appreciable reduction in the number of grog-shops.

Increase of drunkenness has followed on an increase of drinking, but the increase in this district has not been so marked or general as to create scandal. Moreover, owing to the quiet habits of the people, the vice has not much obtruded on the public gaze.

The last five years have been on the whole prosperous, and this must have enabled the people to avail themselves of the facilities offered for obtaining liquor.

My recollection is that the price of country spirits under the sudder distillery system was 8 to 12 annas a bottle. The price at present is sometimes as low as 6 pice, and the maximum is 4 annas a bottle for ordinary consumption.

My excise-darogahs have always reported that the liquor was stronger under the sudder distillery system than it is now.

I have no reason to think that the liquor distilled in outstills is more injurious to health than that distilled in sudder distilleries; nor have I any reason to believe that dhatura or other poisonous substances are used either in the preparation of country spirits or in adulteration afterwards. I have not heard of any such practices in this district.

The tari consumption has decreased very considerably, as the return shows. The difficulty in disposing of tari licenses has increased annually. In several instances I have been obliged to make it a condition in granting a spirit license that an existing tari-shop should be maintained along with it. People have acquired a taste for distilled liquor in preference to tari.

The consumption of pachwai has diminished, but to a less marked extent. Many Dhangars and other labourers now use country spirits instead of pachwai. I think the restrictions regarding the manufacture of pachwai for home consumption should be removed in the case of classes and castes who from habit and social custom have always used it. Practically, this liquor is only made for home consumption and not for sale. There is always a difficulty in disposing of pachwai licenses unless some freedom is given to a colony of coolies to use the same license as occasion may require.

I cannot speak from experience as to the existence of illicit distillation during the sudder distillery period.

The outstill system has not, as far as I know, increased drinking amongst the higher class. The Bengali amlah class do use imported liquor to a very small extent.

Instances of the sale of liquor at precluded hours rarely come to light, but I have no doubt that vendors infringe the law in the case of their friends and approved constituents.

I can remember only one prosecution for supply of liquor in exchange for goods. A few cases of sale on credit have been incidentally brought to my notice.

I would not give control over liquor-shops to any local bodies such as exist or could be constituted in this district.

Bhang grows wild in this district, and is not a merchantable article. It is used for other than illicit purposes. The amount of vexation caused by the strict enforcement of the present law is far more than commensurate with the evil to be remedied, and in this I include not only the normal working of the law, but the opportunities of oppression availed of by the police.

For these reasons, I think, the restriction on the possession of bhang should be removed.

Statement of Baboo Gossain Das Dutta, Deputy Magistrate and Deputy Collector, Kissengunge.

I AM not an inhabitant of the district, but I have been here for the last four years. I have experience of the working of the sudder distillery at Hooghly and Bogra.

I do not think drinking has increased, but I think drinking habits have increased to a certain extent, and the increase is confined amongst the Doms, Sunris, Mehters, and Chamars.

In this sub-division I have never heard of drinking among school-boys, domestic servants, agriculturists, day-labourers, and women.

I do not think any class of people that did not drink while the sudder distillery system was in force has now taken to drink.

The last five years have been on the whole prosperous, but it has not at all affected the consumption of liquor in this sub-division.

Under the sudder distillery system liquors were sold at 12 annas to 1 Re. per bottle; now it is 6 to 12 annas per bottle.

I think the sudder distillery liquor was stronger.

I have never heard of liquor being drugged in this sub-division.

There is no tari or pachwai in this sub-division.

Liquor used to be introduced into this sub-division from Nepal, and I think it is done now also at times.

The Mahomedan zemindars here do not drink at all.

I do not think the outstill system has led to an increase of drinking among the upper classes. The higher classes of people drink no liquor at all.

I do not think liquor can be had from outstills during the prohibited hours.

I have never heard of shopkeepers selling liquor in exchange for goods, but I know they always sell on credit.

I do not think there is any bad effect in drinking the light wine from the outstills, and no bad morality is also heard of.

I do not think the material prosperity of any classes of people has been affected by the habit of drinking.

Drinking is so little prevalent in this sub-division that, notwithstanding the abolition of a large number of shops, there is hardly anybody to bid for any outstills, and the outstill system has not up to date had a fair trial, so I do not think any change is necessary just at present.

Statement of Baboo Gyan Chandra Mukerjee, Excise Darogah.

I AM not an inhabitant of this place, but have been living here since my infancy. I have been darogah here since 1861.

I have personal knowledge of the working of both the sudder distillery and outstill systems.

I have reason to believe that drinking, not drunkenness, has increased to the extent of 60 per cent. Those people who drank formerly drink now more freely in consequence of the cheapness of liquor. Under the sudder distillery system the retail prices were 4 annas to one rupee a bottle, but at present they are six pice to one rupee a bottle.

This increase has been amongst the lower class people, such as Gwalla, Dhanuk, Koiburta, Goree, Hari, Dom, Dossadh, Chamar, Napit, &c. Women of Chamar, Dom, and other low castes drink.

Brahmins and Rajputs never drink.

Domestic servants of families addicted to drink drink now more than formerly; the day-labourers also drink more in consequence of increased wages. Ten years ago the servants whom we paid one rupee a month have now to be paid almost double that amount. Wages of labour have also increased about 100 per cent.

The Mahomedans as a class did not drink before; many of them have now commenced to drink, partly from the cheapness of liquor, and partly from the loosening of the bonds of religion and removal of prejudices.

There is a large consumption of ganja in this district. It is consumed mostly by Rajputs, Gwallas, Gorees, Kotchs, Gangais, Banpurs, Gangitas, Kharwars, Markandahs, Koiris, and Mahomedans.

The outstill system has diminished the sale of tari. The tari revenue has considerably decreased with the increase of revenue from country spirits.

There are now 14 pachwai-shops in this district: there were none under the sudder distillery system.

Statement of Mr. M. F. Beamish, Assistant Superintendent of Police.

I HAVE been nearly two years in this district, and up to December last was Officiating District Superintendent.

I have some experience of the working of the sudder distillery and outstill systems. I believe that drinking increased chiefly at the introduction of the outstill system. The increase has taken place amongst day-labourers, low-caste cultivators, and domestic servants. Drinking has not increased among school-boys or women.

Drunkenness has also increased to some extent both in this district and Maldah, where I was before I came here.

The last five years have been on the whole prosperous. This fact and the cheapness of liquor have to some extent caused the increase in consumption of liquor.

Purneah.

I believe liquor, as a rule, under the sudder distillery system was sold at about one rupee a bottle, but under the present system it is sold from 2 annas to 8 annas a bottle. In the interior of this district the price is from 4 annas to one anna a bottle.

I have no reason to consider that the liquor now sold is more injurious to health than that which used to be distilled in sudder distilleries.

I have heard that the consumption of tari and pachwai have considerably diminished since the last four or five years. I have no reason to suppose that illicit distillation is carried on in this district at present, but under the sudder distillery system it did take place. When at Midnapore, I remember having made a large seizure of illicit stills in one village.

I do not think that the outstill system has led to an increase of drinking among the upper class; also that there has been any appreciable increase of consumption of imported liquor among this class.

Very few cases of sales of liquor at precluded hours have been reported: doubtless all such cases are not reported. I have not heard that liquor is given in exchange for grain or ornaments. Credit is given to approved constituents, mostly in the town.

I cannot speak as to the moral effects on drinking people, but there has been a steady decrease of crime since 1879. I do not think that the material prosperity of any class of people has been affected by drinking in this district.

I would suggest that in large towns there should be one place of manufacture supplying the required number of retail shops. Outstills should be regulated, not on the average population, but with regard to the number and locality of the drinking population in a given area.

The capacities of stills should be restricted with reference to the requirements of the area to be supplied, and the revenue fixed accordingly. I would leave the sole control in the hands of the district officer.

Statement of Dr. Picachy, Civil Medical Officer.

I HAVE been a resident of this place over 30 years.

I have no experience of the working of the sudder and outstill systems.

I have reason to suppose that drinking and drunkenness have increased since the last ten years. Domestic servants and hired labourers have been found smelling of liquor and drunk and incapable. It was an exception to find these two classes in the above condition formerly. In former years the number of people found drunk and troublesome in the streets was rare; now it is a common sight, and there are many more cases brought up for trial on this account. I have never found school-boys or women drunk. I cannot speak of agriculturists.

I attribute the increase of drinking and drunkenness to the facility with which liquor is obtained, and its cheapness; and I had heard complaints from the families of domestic servants that the male members spend more money upon drink now than they used to do.

The last five years of this district have been fairly prosperous, but I have known of prosperous years before this, when the consumption of liquor was much less. Undoubtedly in prosperous years the consumption of liquor would be larger.

I cannot give the retail prices of country spirits under the sudder and outstill systems, and I cannot say whether the liquor consumed by the people now is stronger or weaker than that consumed under the sudder distillery system.

I cannot say that the outstill system has increased drinking among the upper classes, but I know that the higher classes use and prefer imported spirits.

The holders of outstills do supply liquor in exchange for, and also on mortgage of, goods and ornaments. I know this from servants depositing their wives' jewels or their own rings, and such like, and also stolen articles, with liquor-vendors.

The moral effect of drinking has been for workmen and servants to neglect their business and to reduce the luxuries their families would enjoy in the way of clothing, jewellery, &c.

I cannot say that the material prosperity of any class has been injured by the increase alluded to.

The remedy I would suggest is to raise the prices of spirits and to have fewer shops in less tempting places to prevent the people from buying.

I would recommend that the control over the selection of sites of grog-shops should be entrusted to a Municipal Committee where it exists, and to paid agencies where municipalities do not exist. In connection with this, I would also observe that the present condition of outstills is very filthy and obnoxious to the health of the neighbouring people.

Statement of Mirza Mahomed Hali, Municipal Commissioner and Zemindar.

I AM an inhabitant of this district. I have no practical knowledge of the working of the sudder and outstill systems. All that I know is that one belongs to Government and the other to private individuals.

I see no increase of drinking or drunkenness either in the town or in the interior. I go frequently into the interior, but I have noticed no increase during the last five or six years.

The lower class of people, especially the labouring class, drink, but seldom to excess. They have been drinking from time immemorial. Since the introduction of outstills these people drink a little more than they used to do under the sudder distillery system, as they get liquor cheaper.

Brahmins, Babhans, and Rajputs never drink.

I have never seen school-boys drunk. High caste cultivators do not drink; the low castes, such as Goree, Gungai, Chamar, &c., drink. All labourers drink. Dhangur women drink.

Since the introduction of outstills the sale of tari has diminished. I have heard this from the passees who have tari-shops.

Statement of Mr. C. A. Shillingford, Honorary Magistrate, Manshai Factory.

I HAVE been a continual resident in Purneah for about forty years. I am not acquainted with the working of the sudder distillery system.

Drinking and drunkenness have increased much within the last ten years, as liquor has been placed within the reach of the poorer classes, especially labourers, domestic servants, &c.

I have no experience as to the drinking among school-boys, servants, &c., &c. The increase of drunkenness is attributed to the numerous grog-shops, and to the cheapness of the liquor.

The last five years have been prosperous.

The liquor made under the sudder distillery system was both purer and stronger, but I have no information as to the strength of the liquor sold. I am not aware that any poisonous substance is used in the preparation of country liquor, but it is adulterated in some way.

I do not think the consumption of tari has decreased, but the pachwai has, owing to the Dhangurs having no license for its manufacture. Pachwai was largely drunk by the Sonthals resident in this district, but they are now no longer permitted to manufacture it without a license. No single man can afford to take out a yearly license. Sonthals who formerly used to drink the more harmless pachwai, now drink outstill liquor.

I do not think the richer classes patronise the outstills. Liquor can be obtained at all hours, but the vendors are careful in selling to known customers.

I do not think goods are exchanged for liquor, but credit is often given.

The effects of drinking have been laziness, neglect of cultivation and home duties.

The only suggestion I can make is to revert to the sudder distilleries, and have them at as great distance as possible, thus placing liquor beyond the reach of the poorer classes. If, however, it is found impossible to go back to the sudder distillery system, I would reduce the number of places for manufacture and also restrict the capacity of the still. I would allow no liquor to be sold after nightfall, and I would restrict the sale to one person from two to six bottles. I am opposed to placing the outstills to any local bodies. This would in my opinion increase the evils.

Statement of Mr. F. T. Shillingford, Manager of Kullassy Indigo Factory.

I AM an inhabitant of this district. I have been Manager of this Factory since the past eight years, and having a grog-shop about 400 yards distant from my compound I have been able to watch the working of both the sudder distillery and outstill systems.

My experience does not go back so far as ten years, nor do I know much about the north of this district, but I have no hesitation in stating that drunkenness has increased considerably in the southern portions of the district during the last four or five years among labourers and factory servants. The daily average of the number of persons employed in this factory alone has been 241·47 for the past five years. I base the above statement on the behaviour of these, as well as from observations at adjoining factories.

I have not observed drinking among school-boys and women. I consider that over 75 per cent. of the hands employed at my factory are in the habit of drinking native spirits; that over 50 per cent. of these frequent grog-shops oftener than once a week; and that 25 per cent. of the entire lot are habitual frequenters, and get completely intoxicated on all festive occasions.

As to the sudder and outstill systems, I am not in a position to give an opinion; but some 15 years ago it was not the custom for Gwallas, Teors, and Dhanuks to drink native spirits, but now they may be seen frequenting grog-shops openly.

I attribute the increase of drunkenness principally to the low price at which native spirits can now be obtained; also to the facilities afforded to consumers of having liquor supplied to them almost at their doors, and the temptation offered at the numerous grog-shops at the waysides.

I consider that the last five years have been about average years as regards prosperity in his district. In a year of scarcity there is certainly less drunkenness, but I do not know whether the converse holds good.

Purneah

Under the sudder distillery system native spirits were sold for Re. 1 per quart bottle, but a second and very inferior quality was sold for 4 annas per bottle. Now, under the outstill system, the prices are Re. 1, annas 12, 8, and 4 per bottle respectively, according to quality, and an inferior liquor is sold at 6 pice per quart bottle, and is largely consumed.

I believe that the high prices of the stronger sorts of liquor precluded it from being consumed by the average drinker under the sudder distillery system.

I have no reason to think that the one liquor was more injurious than the other, but from statements made by natives it would appear that whilst the sudder distilled liquor was superior in quality (taste), it was inferior in strength to the outstill liquor. But it must be remembered that natives as a rule gauge the strength of grog by the amount of money expended to bring them to a given state of intoxication. I have heard of dhatura and opium being used in connection with the adulteration, but never in the preparation of native liquor, more especially on occasions like the Holi and other festivals, when the supply can scarcely keep up with the demand. Tari, which is principally consumed by Mahomedans, is not procurable in large quantities in the south of this district, but the consumption of pachwai has greatly diminished during the past four years. This I attribute in a great measure to the tax imposed and license required for brewing the article, and to the dread of the police, who see to the fulfilment of the terms of the license and collect the tax. Out of 10 villages of Dhangurs and Musahurs (the only castes who make it) scattered over my *dehat*, only one village has a license and can brew pachwai. My cooly duffadar remarked the other day that daroo was so cheap that the men did not care to brew puchwai and risk police interference, though puchwai gave his men strength and daroo undermined their constitutions.

No instances of illicit distillation have come under my notice either under the sudder or outstill systems.

I have not, to my personal knowledge, known that zemindars or other people of the richer class get their liquor prepared at outstills from materials supplied by them; if the practice exists at all, it is rare.

Among the higher class there has been a decided increase of drunkenness, and also among those who are permitted by caste regulations to drink spirits, but these consume to a great extent imported brandies.

I have never paid particular attention as to whether liquor can be obtained at precluded hours.

Grain is sometimes given in exchange for liquor. Many grog-shop keepers are mahajuns and pawn-brokers. Credit is often given.

I cannot speak of the moral effects of drink on the native mind, but it is a notorious fact that women of loose character are generally located in the neighbourhood of most grog-shops.

I am not in a position to suggest any new system to replace the old, but in my opinion the sudder distillery system worked better as regards the extent of drunkenness than the outstill system. The present regulation with reference to the quantity allowed to be sold to one individual on a given day is virtually inoperative, as a person requiring a quantity gets it *benamee*, or under the names of several of his friends. This regulation might be made more stringent. In a district like Purneah there are no local bodies of men to whom the control of liquor-shops could be entrusted; but as the site generally chosen for liquor-shops, in the centre of villages and at cross-roads, has a direct influence on the extent of drunkenness, by offering temptations to all passers by, Government should have strict regulations as to the selection of sites; and I think no grog-shops should be permitted within the precincts of a village, as the demoralizing effects of the scenes to be witnessed at a grog-shop must bring about the ruin of many a thriving man.

Statement of Mr. E. W. Eddis, Assistant Manager, Durbhanga Raj.

I HAVE been in this district about four years.

I have no personal experience of the working of the sudder distillery and outstill systems.

I think drinking and drunkenness have increased amongst the lower class, and to a certain extent among the higher class of people. This information I give mostly from hearsay. I have also now and then in my tour noticed drunkenness among the lowest class—domestic servants and labourers especially. I have not seen women or school-boys drink. Agriculturists of the lowest class drink, but I cannot say whether they drink more or less now than formerly, as I have only been in the district four years.

The cause of the increase of drunkenness is said to be the use of inferior quality of liquor, which, I believe, is more injurious in its effects.

The last four years in this estate, of which I have personal knowledge, have been, if anything, below the average.

I believe from information that the retail price of liquor under the sudder distillery system was four annas to one rupee a bottle; it can now be obtained for even one anna a bottle.

I cannot speak as to the strength of liquor passed into consumption under the sudder distillery system, but I believe the liquor made under Government inspection under the sudder distillery system was less deleterious than the stuff now sold from outstills, and

I believe that dhatura and other deleterious substances are used, not only in the preparation, but also in the adulteration of liquor. *Purneah.*

I do not think that the outstill system has led to any increase of drinking among the upper class, but there has been a decided increase of the consumption of imported liquor among them.

I have no doubt that liquor can be obtained at precluded hours. There is a liquor-shop near one of my out cutcherries (Gerabari). While in camp there, I have been disturbed by loud talking proceeding from the liquor-shop to a late hour in the night—as late as midnight.

I think the increase of drinking has injuriously affected the people who are addicted to it. It injures their society and tends to make them bad citizens.

I would restrict the number of shops and the capacity of stills. I would not allow liquor to be manufactured within the precincts of a village, and would have some check on the quality of the liquor sold. From this point of view the sudder distillery was, I think, preferable to the outstill system. I would restrict the hour of sale, and would give the Municipal Commissioners control over sites of shops, quality of liquor, and hour of sale within municipal limits.

Statement of Mr. H. Cave, Manager, Korah Factory.

I HAVE been a resident of this district since 1849.

Drinking and drunkenness have very largely increased since the introduction of the outstill system. Before the introduction of this system it was quite an uncommon occurrence to see a man reeling about the roads or helplessly overcome and lying on the roadsides, whereas such sights are now quite common.

The classes most affected by the facilities afforded by the outstill system are principally those of low castes, such as Kahars, Mussahars, Dhangars, Chamars, and Doms. But I have noticed a very large increase of drunkenness even among the cultivator castes, such as Koiburtas, Gangotas, Dhanuks, &c. It is not that the better castes, such as Koiburtas, Gangotas, Goalas and others used never to taste liquor before, but they did so, I may say, secretly, and were liable to be called to task by their caste men if they were seen drunk or frequenting grog-shops often. Now, however, I regret to say these people patronize grog-shops openly, and one often meets men who, after they have had their drink at the shops, carry away bottles of daroo home for further indulgence.

I have not seen drunken school-boys, but to the increase of drunkenness among domestic servants, my crockery and lamps bear sad testimony. Drunkenness among servants has increased to an alarming extent—even among my office employés or amlahs, and these are all men of good caste, mostly Kayeths or of the "writer" caste. This caste (the writer caste), more especially among the higher castes, has made itself prominent for the very large increase and open drunkenness among its members of late. In sudder towns it is not very uncommon to see mooktears, and even an occasional vakeel, under the influence of liquor. This used not to be so some years ago.

In my opinion the causes of increased drunkenness are—

(*a*) The cheapness of liquor.

(*b*) The demoralising effect of frequent scenes of drunkenness and debauch.

(*c*) The local distillers select places for grog-shops. They invariably set up their shops near villages or tollahs of the drinking classes—those who are their most frequent customers. They select such a position that the unfortunate, say Dosadh or Dhangur, cannot either go out of his village or return to it without passing a grog-shop. Thus these shops remain a constant temptation to them, and the cheapness of the drink insures their fall.

Pure daroo distilled from mohwa, grains or goor cannot be cheap, and is therefore above the reach, at least for frequent indulgence to the usual frequenters of the grog-shops. To remedy this the distiller has recourse to water and drugs. The flavour or taste of the liquor has no weight with the ordinary native: *strength* is what he looks to. One often hears them praise the daroo of a certain shop because one bottle of it is sufficient to intoxicate a man.

Cheapness of daroo and the tempting situation of the grog-shops are in my opinion the two principal causes of the increase of drunkenness among the people.

The last five years on the whole may be said to have been prosperous ones, but I do not think that prosperity has exercised any material influence to increase intemperance. Prosperity would of course enable people to procure daroo oftener than if they were in bad circumstances. But bearing in mind, however, the abstemious habits and caste prejudices of Hindus—and here I mean the agricultural classes—I do not think prosperity alone would cause them to deviate from the paths trodden by their forefathers. It is the cheapness of liquor and the facilities for procuring it, coupled with the demoralising effect produced upon them by sights of drunkenness and debauch which they are daily subjected to, that is fast bringing these (agricultural) classes down to the level of Dosadhs and Musahurs so far as drinking is concerned.

The price of country spirits under the sudder distillery system was Re. 1, annas 8, and 5 per bottle respectively, whereas now, under the outstill system, a bottle costs annas 12, 8, and 2, according to quality, which means *strength*. In the Bhagulpore district, where mohwa is easily got, the price now-a-days is so low as one anna, and even half an anna per bottle!

Purneah.

From enquiries, I gather that stronger liquor is supplied by grog-shop keepers now under the outstill system than they supplied formerly under that of the sudder distillery. What I mean is that a 2-annas bottle of the present has more intoxicating power than the 5-annas bottle of the sudder system.

I do think the liquor distilled in outstills much inferior, and therefore more injurious to health, than that distilled in sudder distilleries; and every native who is in the habit of drinking will testify to the fact that now-a-days it is impossible to get the same quality of liquor as used to be supplied by the sudder distilleries. Dhatura and other drugs are specially used by distillers on occasions of festivals to meet the great demand for drink which their distilleries cannot meet: hence recourse is had to adulteration and drugs. There are some distillers, however, who *habitually* use drugs.

This district is not a tari-producing one, as Bhagulpore and Patna are; yet I think that the cheapness of daroo affects the consumption of tari during most parts of the year, except when the palm-tree, from which tari is got, is in full bearing, which is at the end of April and May. At this time tari is so plentiful and so very cheap that the poorer classes take to it largely. Half an anna worth of it at that season suffices to intoxicate a man completely. It is in tari that drugs are largely used, especially when it is not plentiful.

Pachwai is not drunk by the people of this district; it is only used by Dhangurs, who manufacture it at home for their own ordinary consumption, and for festivals and marriages or funeral *bhojes*. I do not think the introduction of the outstill system has at all diminished the consumption of pachwai; on the contrary, that system has to a great extent fostered and promoted the desire for intoxicating drinks, and therefore the consumption of pachwai among Dhangurs, to my observation, has not diminished.

I do not think the practice of illicit distillation had ever existed among the people of this district before the introduction of the outstill system.

It is not often that zemindars and other wealthy people get spirits manufactured from materials supplied by them. I have, however, heard of wealthy men getting spirits made from aniseed (*souf*). It is, however, not unfrequent that a man having a *bhoj* on supplies the distiller with goor to distil the liquor he requires for the feast.

The facilities afforded by the outstill system have led to drinking in many a respectable and wealthy house, especially among the younger members of the family. Unable to indulge in liquor in their own houses, owing to the orthodoxy of the elders of the family, they send out servants and others to procure the liquor, and they partake of it in *barees* and out-of-the-way places. As for the use of imported spirits, the European wine and spirit merchants of the sudder station will testify to the very large increased demand for cheap brandies by natives.

The holders of outstills supply in exchange for goods. Occasionally distillers do receive grain payment for liquor, but credit is very largely given to habitual customers.

Any new suggestion now tried to limit the consumption of country spirits would be experimental. What is chiefly required is that the price of liquor should be so raised that it shall no longer be within the reach of ordinary people for *frequent* indulgence.

The sudder distillery system answered admirably, and I would suggest a return to that system, and a reduction of at least a quarter of the number of grog-shops. I would specially call the attention of the Excise Commission to the fact that too much care cannot be bestowed upon the selection of sites for grog-shops.

The Kalwar invariably establishes his grog-shop in villages inhabited by the drinking classes, such as Dhangars, Dossadhs, and others. As matters now stand, there is not a Dhangar-tolla or a Dossadh-tolla within my ken that is not saddled with a grog-shop in it or in its immediate vicinity. This should on no account be allowed. Liquor is now cheap enough, and need not be thrust down the throats of these people, which is virtually done by the establishment of grog-shops so temptingly near their houses. No grog-shop, in my opinion, should be allowed to be set up within a radius of at least two miles from these people's villages or tollas. Two miles is not so great a distance for a man who is bent on having liquor, while it sufficiently removes the grog-shop from being a constant source of temptation to others more temperately inclined. I do not know of any existing local corporation to whom the control of the manufacture and sale of country spirits could be entrusted. The natives of this district are still very backward, and the wealthier ones very callous about such matters. The Government may, however, with every advantage invite the co-operation of the European non-official element of this district in the matter. Situated as they are in their factories all over the district, they have special facilities for arriving at the requirements of the people around them in this matter.

Statement of Baboo Bishen Chand, Manager, Srinagar Ward's Estate.

I AM an inhabitant of this district. I have no experience of the working of the sudder distillery and outstill systems. During the past three or four years drinking has increased, especially among the lower class of people. Drinking has increased to a great extent among domestic servants, agriculturists, day-labourers, and women of the lower class.

I do not know that any class of people that did not drink when the sudder distillery system was in force have now acquired the habit of drinking. Drunkenness has increased owing to the

cheapness of liquor. The last five years have not been prosperous. I cannot give the retail prices of liquor. The liquor used under the sudder distillery system was stronger, but less injurious to health. The liquor distilled in outstills is injurious to health. Herbs and roots are used to strengthen its quality: at least this is the general belief. The consumption of tari has diminished since the introduction of the outstill system. *Purneah.*

I do not know anything about the existence of illicit distillation of spirits. I am not aware that zemindars and other people of the richer classes get their liquor manufactured at outstills from materials supplied by them, but my impression is that they do not.

I do not think that the outstill system has led to any increase in drinking among the upper class. I suppose liquor can be obtained from outstills at precluded hours.

The holders of outstills sell liquor in exchange for grains, &c., and also on credit.

The moral effects of drinking upon the people addicted to it are by no means favourable. The material prosperity of any class has not been affected by the habit of drinking. I am against the outstill system, and would propose the enforcement of the sudder distillery system again.

Statement of Baboo Chonee Lall Mukerjee, Inspector of Police.

I AM not an inhabitant of this district, but have resided here for the last six years as Inspector of Police at different sub-divisions of this District.

My impression is that drinking has increased among the lower class of people during the last four or five years, but I have observed no perceptible increase of drunkenness. Those people who used to drink under the sudder distillery system drink more now owing to the cheapness of liquor and the facilities for obtaining it.

There is no drinking amongst school-boys. Domestic servants drink, but I have not found them drunk, nor have I noticed any appreciable increase of drinking amongst them. The low class of agriculturists, such as Tatwars, Dhangurs, and other low-caste Hindus drink more now than they used to do formerly, but they are seldom drunk.

The last five years have been on the whole prosperous, and this prosperity has enabled the drinking classes to indulge more freely in liquor luxury.

The liquor is now and then given in exchange for goods, and on credit.

I have no suggestion to make. I would leave the Committee to devise means for checking consumption of country spirits.

DISTRICT MALDAH.

Statement of Baboos Shib Charan Chakravarti, Nil Kamal Banerji, Gour Chandra Sarkar, and Judab Mandal, Chanchal.

WE are inhabitants of this district. Under the sudder distillery system shopkeepers used to buy liquor from the Government and sell it, but now they themselves prepare and sell. Owing to the introduction of the outstill system the consumption is now double what it was ten years ago among the Hari, Kumhar, Teor, and fishermen. School-boys and women do not drink, but domestic servants, agriculturists, and day-labourers do drink. Those who did not drink while the sudder distillery system was in force have now, owing to the introduction of outstill system, taken to drink.

The circumstances of the people before the last five years were good, but have been rendered worse by the habit of drinking. We do not know what was the retail price of liquor under the sudder distillery system. It now sells from 8 annas to 2 annas a bottle. The zemindars and other rich people do not get their liquor prepared at outstills from their own materials.

The introduction of the outstill system has not led to an increase in drinking among the upper classes. Some of them use imported liquor. Outstill-holders do not sell liquor during prohibited hours. They sell on credit, but do not barter it for grain or ornaments.

The manners, customs, and morals of the people have been affected by the habit of drinking. The circumstances of Haris, Kumhars, Teors, and fishermen have been rendered worse by the habit of drinking.

Statement of Baboo Ratna Kumar Choudhuri, Chanchal.

I AM an inhabitant of the district.

I have some knowledge of the working of the sudder distillery and outstill systems. Under the former, spirits used to be manufactured under the supervision of Government officers, and under the latter shops are sold in auction, and shopkeepers manufacture and sell liquor.

Drinking has increased during the last ten years, because under the sudder distillery system liquor was dear and could be procured with difficulty, whereas it is now cheap and

Maldah.

easily obtainable, and hence I think drinking has increased among all classes, especially among Haris, Methers, Koaches and other low classes to a great extent. Drinking has increased among the agriculturists and day-labourers, to a slight extent among the school-boys, but to a great extent among the domestic servants. Women drink seldom and in private. Some of those that did not drink during the sudder distillery system have now taken to drink. Many of these are of low class. Owing to cheapness in price and facility of obtaining liquor, as well as the consumption by drinkers of a greater quantity than they can assimilate, there has been an increase of drunkenness.

The last five years were better than the present one, but I cannot say if this is a cause of increased drinking. I have heard that during the sudder distillery system retail vendors used to purchase liquor at Rs. 4 or Rs. 4-8 per gallon, *i.e.* nearly 11 annas per bottle, and would sell each bottle for Re. 1 or annas 14. It is now sold from 6 pice to 8 annas a bottle. I think the sudder distillery liquor was stronger. I think the outstill liquor is more injurious to health than the sudder distillery liquor, because the present method of distillation is different from the old. We hear that bakar, containing poisonous substances in different proportions, is used in distillation, such different proportions making the quality of spirits distilled different. Spirit is manufactured in the same way during the Holi and other festivals.

The consumption of tari has not diminished to a considerable extent, but the use of pachwai has disappeared entirely. I hear that illicit distillations were carried on during the sudder distillery period, but the practice does not exist now.

Drinking among the upper classes is now more prevalent than it used to be. They use both imported and country spirits. I cannot say the extent.

I hear outstill-holders are forbidden to sell liquor after 9 p.m., but I think they sell after hours. They sell on credit and in exchange for grain and clothes, but do not know whether they receive ornaments in exchange.

By the habit of drinking the manners, customs, and morals of the people have been very much affected.

The material prosperity of the upper classes, and to a great extent of the lower classes, has been injured by the habit of drinking.

Customers at the outstills drink as much as they please: hence, if there be a limit to the quantity to be sold, the consumption of liquor will decrease. I would suggest that there should be a vend shop in each thana getting its supply from the sudder distillery. The observance of the rules by the vendors should be enforced by the sub-inspectors and other officers of the police. The punchayets should have power for investigation in matters of illicit distillation.

Statement of Baboo Ram Chandra Lahiri, Chanchal.

I AM an inhabitant of the district. Under the sudder distillery system retail vendors used to purchase liquor prepared by Government servants and sell the same, and now liquor is prepared at outstills and sold cheap. There has been an increase of drinking among almost all classes of people. Owing to the high prices of liquor they could not formerly get it, but now they can have it cheap. Drinking has not increased among the school-boys and domestic servants, but it has increased to a great extent among the agriculturists and day-labourers. Women of the lower classes drink to excess. I do not know whether any class of people that did not drink under the sudder distillery system has now taken to drink, but those who used to drink then drink more now. Owing to increased consumption, consequent upon the cheap price of liquor, drunkenness has increased.

The last five years have been average years, but drinking has caused injury.

Sudder distillery liquor used to be sold for Re. 1 or Re. 1-8 a bottle; the present price per bottle is four or five annas. Owing to dhatura, &c., being mixed, the outstill liquor is more injurious to health. Spirit is distilled here mostly from rice. It affects the liver. Since the introduction of the outstill system the consumption of tari has not diminished. Formerly there was illicit distillation of pachwai only, but not of spirit. I hear that pachwai is still manufactured illicitly. The introduction of the outstill system has led to an increase in drinking among the upper classes. They use both imported and country spirits. The outstill-holders sell liquor on credit.

The manners, customs, and morals of the people have been affected by the habit of drinking. The material prosperity of the upper classes has been injured by the habit of drinking. They use imported liquor less than they do country spirit. The evils of drinking may be remedied if some means can be devised to limit the supply of liquor to a very small quantity.

Statement of Baboo Ranga Nath Goswami, Chanchal, District Maldah.

I AM an inhabitant of the district. Under the sudder distillery system retail vendors used to purchase liquor prepared by Government servants and sell the same, but now they pay license fees and distil spirits for sale.

Maldah.

Owing to cheapness of liquor drinking has perhaps doubled in extent among the higher as well as the lower classes of the people, and also among the poor. Drinking has increased to a slight extent among school-boys and women, but to a great extent among domestic servants, agriculturists and day-labourers. Those of the upper classes that are poor, and the lower classes as well, that did not drink while the sudder distillery system was in force have now taken to drink. There has been an increase of drunkenness because (1) liquor is very cheap, (2) it is easily obtained, and (3) it is drunk in large quantity.

The last five years have been prosperous in this district. The price of the sudder distillery liquor varied from annas 10 to Re. 1-4, and that of the outstill from six pice to eight annas per bottle. Owing to bakar being used in the preparation of outstill liquor, I think it is more injurious to health than the sudder distillery liquor. Since the introduction of the outstill system the consumption of pachwai, but not of tari, has diminished.

Illicit distillation existed formerly, but it has now disappeared.

There has been an increase of drinking among the upper classes. I hear they use imported liquor to a small extent.

I hear the outstill-holders sell liquor during prohibited hours, and in exchange for paddy and rice as well as on credit; but I cannot say whether they receive ornaments in exchange.

The material prosperity of the upper classes to a slight extent, but that of the lower classes to a great extent, has been injured by the habit of drinking. The upper classes use imported liquor, but mostly country spirit, as it is cheaper.

I would revert to the sudder distillery system, or have some other system in substitution to the outstill. Many evils of drinking may be remedied by increasing the price of liquor and decreasing the facility of obtaining it. I think there should be sudder distilleries in the towns and vend shops in thanas, the police having the charge of sale and the punchayets the power of checking illicit distillation.

Statement of Baboos Radhika Nath Gosvami and Krisna Ratna Gosvami.

We are inhabitants of the district. Owing to cheapness in price and the facility of obtaining liquor there has been an increase of drinking. The increase has been double among the lower classes. There has been no increase of drinking among the school-boys, domestic servants, and women, but the increase has taken place among the agriculturists and day-labourers.

The last five years have been average years, but I do not think this has been one of the causes of increased drinking. The gentlemen of this district use neither imported wines nor country spirits. The manners, customs, and morals of those that drink have been affected by the habit of drinking. The lower classes, who drink country spirits, have suffered by the habit of drinking. We would suggest the abolition of outstills.

Statements of Baboos Nimai Chand Sarkar and Mangan Mandal, Chanchal.

We are inhabitants of the district.

Owing to the cheap price of liquor and the facility of obtaining it there has been an increase in drinking, especially among the Dhangurs, Beldars, Haris, Chamars, &c. The increase has also taken place among the agriculturists and day-labourers. There is no drinking among women.

The classes that did not drink while the sudder distillery system was in force have now taken to drink. These are the agriculturists and day-labourers, among whom the increase is 50 per cent.

The last five years were not better years than those preceding them. During the sudder distillery period the retail prices of liquor varied from four annas to one rupee, and now the price has been reduced by half. The introduction of the outstill system has led to a decrease in the consumption of pachwai, but not of tari. Liquor is not sold at outstills during the prohibited hours; it is not given in exchange for goods and ornaments, or on credit. The manners, customs, and morals of those that drink have been affected by the habit of drinking.

It would be better to give to the mandals and punchayets the power of supervision over outstills.

Statement of Baboo Hara Kali Choudhuri, Chanchal.

I am an inhabitant of the district. There has been a slight increase of drinking among agriculturists and day-labourers. Women of low classes drink more now than before. The agricultural classes drink tari, but I do not know whether there has been a diminution in the consumption of pachwai. The practice of illicit distillation has disappeared.

SONTHAL PERGUNNAHS.

Note by Mr. W. B. Oldham, late Deputy Commissioner, Sonthal Pergunnahs

Captains Brooke and James Brown in (A.D.) 1776, followed by Cleveland in 1780, inaugurated a system of personal and patriarchal Government in the South Bhagalpore tract which was affirmed by the Supreme Government and was readily accepted by the people, and which has been maintained under slight variations ever since. The inhabitants mainly concerned up to (A.D.) 1837 were the hillmen (Nâlêr and Mâl Maharia), and the system was greatly furthered by the fact that their country was excluded from the operation of the Regulations, and that they moreover enjoyed subsidies, direct and indirect, amounting to Rs. 55,000 per annum.

Beginning in 1837, the Sonthal immigration to the hills was conducted under Government sanction, and Mr. Partet, who was then appointed Superintendent of the hills, extended the patriarchal system to the Sonthals in the tract under his control. His powers were encroached on by the Regulation Courts, while the Sonthals in the tracts outside the hills were left to the ordinary provincial system. To this was attributed in great part the rebellion of 1855, and when, in that year, the Sonthal Pergunnahs were constituted a separate district, a return to the patriarchal system was contemplated, and in this view Act XXXVII of 1855 (Government order) was passed.

By it the whole of Tuppeh Saruth Deoghur, comprising the whole of the present Deoghur sub-division and a large portion of the Dumka and Jamtara sub-divisions, was transferred from Beerbhoom and incorporated in the new district. This tract is regulated by Regulation 129 of 1814 (Government order), which gives great powers of personal or patriarchal control, legalizing as it does certain customary or recorded obligations which had been in force since 1813.

The position to 1873 was as follows:—The district area was about 5,500 square miles. No law was in force in respect to it except the revenue regulations as affecting holders of estates under direct engagements with Government, and the ordinary civil law as affecting suits of which the value was over Rs. 1,000 under Regulation 14 of 1829 and Act XXXVII of 1855. Thus the whole of the population ordinarily affected by excise was under patriarchal control. Moreover the Damin-i-koh, comprising 1,366 square miles, was a Government estate under temporary ryotwari settlement. Tuppeh Henduaí, with 450 square miles, was a ward's estate with a long minority. There were several minor wards' estates, and the great Tuppah Saruth Deoghur was under the personal *regimé* provided for in the engagements legalized by Regulation 29 of 1814. Under Act XXXVII of 1855 certain police rules had been sanctioned by Government in December 1856, which constituted the village headmen the indigenous police of the district, and the village community system was very prevalent.

By Regulation 3 of 1873 certain specific excise and revenue laws were extended, but at the same time a land settlement was made under which Government entered directly into engagements with the heads of each village, and while stipulating for their rent payments to the zemindars, contracted also for some police obligations to itself, and provided that each headman, as such, was removable from office for "incompetence" by the district officer. Thus, notwithstanding the introduction of specific enactments, the patriarchal system was appreciably strengthened.

This was the leverage by which we were able to work Sir Richard Temple's restrictions on drinking in 1875 and thenceforward. A ghatwal, under Regulation 14 of 1829, or a headman under settlement provided for by Regulation 3 of 1873, who permitted or was guilty of any scandalous drunkenness, might be held to be "incompetent," and might commute for his removal from office by the payment of a fine. The appeal from a district officer's order lay to the Commissioner and to Government, and no such order has ever been contested in the Civil Courts. However, the Civil Court jurisdiction, which used to be vested in the Beerbhoom and Bhagulpore Courts, under Act XXXVII, of 1855 was withdrawn, and was vested in the Sonthal officers (again under Act XXXVII, 1855), who were given powers under Act VI of 1871—the Deputy Commissioner those of District Judge, and the Sub-Divisional officers those of Sub-Judges.

II.—Illicit distillation in the Sonthal Pergunnahs.—The Sonthals are not large consumers of country spirits, and the immunity which they enjoy as regards pachwai does not dispose them to change their habits in this respect. The consumption of country spirits has always been considerable in the sudder and Rajmahal sub-division, and in a less degree in Pakour and the northern half of Doomka. In the Deoghur sub-division and the southern half of Doomka the country spirit excise is very inconsiderable, while when I joined the district in 1879 there was not a single country-spirit shop in the Jamtara sub-division. These three divisions form one connected tract, sparsely inhabited and covered with hills and forest. My impression was that the absence of county spirit excise was due mainly to illicit distillation, and for two years (1880–81) close and detailed enquiries on the subject were carried out. The result was that the same conditions were found to exist in the bordering tracts in Beerbhoom, Burdwan, Manbhoom, Hazaribagh, and Monghyr. All officers concerned were satisfied that illicit distillation was not prevalent, but that the people were rice-beer drinkers; and in this opinion I was

obliged to concur. During my five years' incumbency only three cases of illicit distillation were discovered in this tract. The other reasons given by the officers were that no process of distilling mohwa which would not be betrayed by the smell was known, that mohwa was the only malt distilled, and that the chowkidars and lower orders generally were keen in earning rewards in other excise cases, and would be in the case of illicit distillation. Elsewhere, from the comparative frequency of shops, and fairly large consumption of country spirit, there was no ground for *suspecting illicit distillation*.

Note by W. M. Smith, Esq., Deputy Collector in charge of Excise.

THE first intimation of a separate excise jurisdiction for the Sonthal Pergunnahs is to be found in Mr. Commissioner Yule's letter No. 296½ of the 4th March 1861.

2. In this he recalls that hitherto officers in the Pergunnahs have been much occupied with criminal and other work, and thus he had no desire to take charge of the management of the Abkari mehal of the Sonthal Pergunnahs, and indeed that it was not easy to do so, as it was included for the most part in the *farms* of the districts to which the Sonthal Pergunnahs originally belonged.

3. Now he thinks that Sonthal officers are able to take the management of the mehal, and that, as a favourable opportunity presents itself, he is determined to introduce *khas* management from the 1st May 1861.

4. The opportunities which favoured this were—

(1) The extinction of the Abkari farm of Bhagulpore at the end of 1860-61.

(2) The impending close of the Damin-i-koh farm in 1861-62.

5. The farm of the Beerbhoom portion of the Sonthal Pergunnahs had some years still to run.

6. As the Bhagulpore district gave the largest area to the Sonthal Pergunnahs, the end of the Abkari farm then enabled the *khas* system to commence at once over the bulk of the district.

7. As regards the Damin-i-koh, Mr. Yule proposed to make some arrangement with Messrs. Grant and Co., the farmers, and he directed the Assistant Commissioner of Deoghur to enter into negotiation for the relinquishment of the Beerbhoom farm.

8. The former transfers are mentioned in the Board's report for 1861-62, pages 4 and 8. I have not yet got any correspondence dealing with the transfer of the Beerbhoom farm to the Sonthal Pergunnahs.

I may quote here some of Mr. Yule's remarks contained in his letter No. 296½ above quoted, as they contain the key-note of the system which has ever since been maintained in the Sonthal Pergunnahs.

"*Paragraph* 6.—We cannot stop drinking or other modes of intoxication; we can only render them as expensive as the fear of unlicensed consumption will admit. Having regard to the smuggling check, you will endeavour to get the highest amount of revenue with the smallest consumption of spirits. We cannot do this regularly without sudder distilleries, but for them we must wait till next year. The largest sum you can possibly get out of a shop without shutting it up altogether is the precise amount of rent that shop ought to pay.

"You cannot get this rent without high jummas and consequent remission. Your accounts will not look so nice at the close of the year as they would on the low jumma system, but that is my business."

* * * *

"No shop paying less than four annas a day is to be allowed."

* * * *

"No license for the sale of ganja within the Damin-i-koh is to be allowed."

9. The outstill system continued in force till 1st July 1864, the introduction of the sudder distillery system having been ordered in Government letter No. 1319T of the 19th October 1863.

10. At first the duty charged was two annas per gallon for single, and four annas for double distilled spirit.

11. In 1865-66 the duty was increased to four annas and eight annas, and in 1866-67 the hydrometer system was introduced, resulting in a further advance of duty.

12. Subsequent increases of duty were made in 1872-73 and in 1875-76, and in the latter year the auction system was generally introduced.

13. A further increase of duty was made in 1881-82, but as this rise had a prejudicial effect, the orders were recalled and the former scale of duty was returned to.

14. In 1872-73 missionaries began to interest themselves in the cause of temperance, and in that year procured the closing of several pachwai shops in their neighbourhood.

15. In March 1874 Mr. Boerresen, one of the missionaries residing at Benagaria near Rampore Hat, addressed the Commissioner, and also published his letter in the *Friend of India* of the 19th idem.

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16. This published letter attracted the attention of Government, and resulted in letter No. 762 of the 30th March 1874.

17. The large number of licenses in force was commented upon, and an enquiry was made as to "whether the excessive use of fermented liquors amongst the people could not be checked, Government revenue being even sacrificed, if necessary, to save the people.

18. The report called for by Government letter No. 138 of 3rd October 1874 showed that whilst, as compared with surrounding districts, the numbers of licenses in force was not excessive in the Sonthal Pergunnahs, the local authorities had from 1873-74 begun to reduce them, and, encouraged by the Government declaration of policy, they proposed still further to thin them out and to introduce a strict system of excise.

19. The difficulty of enforcing a strict system, unless supported from without, was then brought to notice, and the warning has been more than justified by subsequent experience of the outstill and ganja policy of Bhagulpore.

20. In his letter No. 288Ct., of 10th December 1874, the Commissioner approved of the proposals made, and the district tabular statement will show how effect was given to the policy, and how steadily it has been kept in view.

21. In Government memoradum No. 99 of 15th January 1875, the Commissioner's instructions were approved, and in No. 98 of the same date the co-operation of Moorshedabad and Beerbhoom was invited.

22. In December 1875 the Benagaria Missionaries addressed the Board of Revenue, and in January 1876 the Taljhari Missionaries memorialized the Bengal Government.

23. The tenor of both petitions was that the number of licenses might be reduced and the free brewing of handie by Sonthals disallowed.

24. Government, in letter No. 427 of 15th February 1876, put two questions—first, whether drinking among Sonthals is really carried on to so injurious an extent as the Missionaries seem to believe; second, whether you think that Government can properly adopt any further restrictive measures than those which are already in force; and if so, what measures you would recommend.

25. Mr. Boxwell, in his letter No. 20 of the 5th May 1876, said that the Sonthals were drunkards, but were averse to interference.

26. The Commissioner, in his No. 52E of the 10th May 1876, reporting at length on the whole question, recommends Mr. W. M. Smith's view "that light for our guidance should be sought by taking the people into our confederacy," and he asks Government "to condemn the present system, under which Sonthals are allowed to brew pachwai unrestrictedly, and to indicate that a change of policy is desirable."

27. The Commissioner also promised that "henceforward the local officer will faithfully strive to develop some plan under which the object in view may be secured."

28. The Government minute on the subject is dated 27th May 1876, and concludes with an expression of trust that "the local officers, perceiving the importance of the matter to the welfare of the people, will apply themselves to it with real earnestness."

29. The Commissioner, in his No. 106E of the 8th June 1876, communicated Government orders and gave instructions how the questions should be approached and dealt with.

30. The arrangement proposed and accepted was that officers should explain to the Sonthals and other drinking tribes that the Government disapproves of their excessive drinking.

31. Threats of punishment were held out to all village officers, as Pergannites, Majhis, and Paramanics, in case their villages were found guilty of excessive drunkenness.

32. It was decided that for the present no attempt should be made to limit the supply of drink; the only action was to be warning before, and punishment after, for excessive drinking.

33. The occasion for the greatest drinking is a festival called Bandua or Sahrai.

34. All officers held meetings of Sonthals and explained the views of Government.

35. These were very successful in their results, the Sonthals acquiescing in the evils pointed out and promising obedience.

36. Mr. Hand's proceedings at Pakur were most interesting.

37. It was arranged that all officers should move about during Bandua of 1876-77 and report on the success of their exhortations.

38. Mr. Cosserat, one of the Doomka officers, hit upon an excellent arrangement and secured the approval of the Sonthals of his jurisdiction.

39. This was to fix a date for the beginning of the Bandua everywhere, so that the whole might be over in four days instead of its being begun in one village just as they were finishing in another.

40. The result of Mr. Cosserat's plan in 1876-77 was so good that it has been accepted for the whole district, and now yearly intimation is given from head-quarters of the dates selected for the commencement of the festival, and the order received universal obedience. It is agreed on all hands that the result of the policy recommended by the Commissioner in his No. 52E of 10th May 1876 has been most successful, and the effort of the local officers is constantly directed to abate drunkenness from all sources.

41. The introduction of outstills into neighbouring districts and their crowding up to our borders has given endless trouble and anxiety, and has to a considerable extent counteracted our efforts; but we have done all we could by constant vigilance to abate the evil.

42. I am sorry to have to add that lately endeavours are made to press ganja to our borders.

Statement of Mr. E. B. Harris, Sub-divisional Officer, Rajmahal.

I HAVE been 2¾ years in the Sonthal Pergunnahs district.

During that time I have had experience of the sudder distillery system, which is in force in this district. I have no experience of the outstill system.

From enquiries I have made, I believe drinking has decreased in this district during the last ten years, *i.e.*, leaving the Sonthals and Paharias out of consideration for the present. Mr. Savi of Udhua informs me there is not nearly so much drunkenness among his coolies as there used to be some years ago. Among Sonthals, those who become Christians have to renounce liquor. Unconverted Sonthals and Paharias drink as much as ever, but they do not drink country spirit; they go in for their own home-brewed liquor, called handia.

The last five years have on the whole been prosperous, but I do not think this has led to increased consumption of drink.

The retail price of liquor under the sudder distillery system is six annas, eight annas, twelve annas, and one ruppee per bottle, according to quality. I am informed that under the outstill system the prices are two annas, four annas, and eight annas.

I have not heard of dhatura being used in the preparation of outstill liquor. I am informed that some distillers use a preparation called bakar, which is said to be deleterious, but I am ignorant of its nature.

I cannot say anything about illicit distillation with reference to the outstill system, which is not in force here; but I believe that no illicit distillation takes place. Outstill liquor, being cheaper than sudder distillery liquor, is frequently smuggled into this district from Bhagulpore, Purneah, Maldah, and Jungipore.

I believe very little imported spirits (other than that smuggled in from outstills) is consumed in this sub-division.

I am told liquor can be easily obtained at prohibited hours.

I hear that outstill vendors do sell on credit; also that they supply liquor in exchange for grain.

Among Sonthals and Paharias excessive drinking is not thought much of, *i.e.*, it is not considered disgraceful. It does not seem to alter their moral character, but I have known cases where they have died from it. Among Hindus and Mussulmans it certainly leads to crime, poverty, and disease and loss of self-respect. I know several cases of this in the town of Shahibgunge, where a good deal of drinking goes on. I refer to persons of the better classes. I do not suppose it can have much effect upon the moral character of Doms, Dosadhs, and other low castes, as they have not much to begin with.

I believe Sonthals and low-caste Hindus would be better off if they drank less.

I think that on the whole the sudder distillery system is the best. We have more control over vendors and can check their sales. I suppose it is impossible altogether to prevent smuggling and illicit distillation. The latter cannot easily go on extensively without detection under the sudder distillery system. The licensed vendors are a fair check on each other and on the people for the prevention of smuggling, since it is their interest to prevent it, unless all the vendors could combine, which is unlikely. I think municipalities might be entrusted with control over the selection of sites of liquor-shops within their limits, but I do not think sales should be interfered with when the liquor comes from a sudder distillery. Outside towns I would restrict the number of shops as far as possible consistent with the prevention of smuggling. I do not think any two shops in the mofussil should be less than three miles from each other as a rule. It has been suggested to me that religious bodies should have a control in the selection of sites of shops, but I don't know how far this would work.

Statement of Mr. S. S. Jones, Sub-divisional Officer of Deoghur.

I HAD reason to suppose in 1879-80 and the early part of 1881, during which time I was at Rajmahal, that drinking had increased in the tracts in the Purneah, Maldah, and Moorshedabad districts which bordered the Rajmahal sub-division. Complaint was made to me of an outstill in Bhagulpore, which touches Rajmahal on the north-west. I saw an outstill established opposite Shahibgunge, in the Purneah district. I swooped down upon an outstill in the Maldah district established within a few feet of the edge of the Ganges (the boundary of the Sonthal Pergunnahs) directly opposite Udhua, the head-quarters of the Rajmahal Stone Company's works, and confiscated the vats, &c., and sent the distiller for trial at Maldah. I visited an outstill in the Moorshedabad district placed close to the boundary and paying Rs. 100 a month as fees. By the establishment of these outstills drinking increased out of all proportion to the former difference between licit and illicit consumption.

Opposite Shahibgunge the increase took place chiefly among boatmen. Opposite Udhua stone-breakers indulged more freely, the ferrymen being paid a monthly allowance to ferry over free of charge workmen who wished to drink at the shop. The disorderly conduct of the men returning was reported to me. The works being closed on Sunday, the disturbances were more marked on that day.

Representations were made, and all the stills were moved back, and I did not follow any of them.

Since I have been at Deoghur (May 1881—July 1884, with intervals of absence), the worst complaint I have had was one from the Railway authorities at Modhupur, complaining of increased drunkenness among the members of the staff on account of the greater facilities given by their being able to get outstill liquor at Simultola. The complaint was forwarded

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to the Collector of Monghyr and was not repeated. The outstills at Jaipur and Chondan in Bhagulpore, one in Monghyr, and one in Hazaribagh, are said to attract consumers of country spirits in this district. All are over two miles from the border.

I know of no increased drinking among school-boys, domestic servants, agriculturists, day-labourers, and women.

The increased drunkenness at Udhua was due to the establishment of an outstill.

I should not say that the last five years have been on the whole prosperous in the parts of this district with which I am acquainted. A year of plenty, if prices are low, goes but a small way to make up for a year of scarcity and high prices. A year of plenty with high prices is a good excise year. During the last five years I know of one such year in Rajmahal and one in Deoghur.

The outstill liquor found in the possession of persons introducing it into the Sonthal Pergunnahs, which I remember to have had tested, would have paid as duty alone about double what the purchaser said he had paid for it.

The increase in the consumption of duty-paying pachwai in the interior of the Sonthal Pergunnahs during the last few years is very marked.

Illicit distillation occurs. It has to be carried on with great secrecy, and is always attended with great risks. It has not disappeared. A case came to light here only a few days ago, and the offender was fined Rs. 200.

I have no suggestion to make about limiting the consumption of country spirits in the Sonthal Pergunnahs. The sudder distillery system limits consumption and limits revenue. A distiller here offered to pay double the income from the distilleries if he might open outstills in the place of shops. We probably lose more from liquor passed out of the distilleries without paying duty than we do from illicit consumption. If any change were to be made, and this may be necessary if outstills are maintained all round, as I think it should be, on the lines of the central distillery, we might transfer the whole of the shop and duty licenses and fees from the shops and the liquor to the stills in the central distillery serving those shops, letting out the stills by auction.

The distillers should grant their own passes, and either pay a distillery fee or a lump sum yearly sufficient to maintain existing buildings. I would leave the distillers and vendors to deal with smugglers and illicit distillation. There would be an increase of consumption sufficient to check illicit distillation, and an increase of revenue. A return to the old system would at any time be possible, and would not set free a number of men who had learnt the art of distillation at the outstills.

There are no local bodies in this sub-division to whom any control over the selection of the sites of liquor-shops should be entrusted, but the remarks of the Deoghur Municipal Commissioners should be invited on the annual list of shops being prepared and published for the town.

EVIDENCE OF WITNESSES IN THE CHOTA NAGPORE DIVISION.

DISTRICT LOHARDUGGA.

Statement of Baboo Rai Charan Ghose, B.L., Personal Assistant to Commissioner of Chota Nagpore, Ranchi.

I HAVE been in this district for over seven years, and in this Division for over ten years. I was in charge of the Excise Department for some time in 1875-76 in Manbhoom, and again in 1880-81 in Lohardugga. I think that the sudder distillery system is suited to places thickly populated, and where it is possible to exercise an effective and healthy check on the distillery mohurirs and darogahs. In places remote from the head-quarters of the sudder and sub-divisions of districts, or where there are no responsible Government officers capable of exercising a strict supervision on the distillery mohurirs and darogahs, it is useless to establish sudder distilleries. In the districts of this Division the establishment of sudder distilleries in the interior won't succeed. Some of the distilleries in the interior of Manbhoom could hardly pay the cost of their establishments. I see no reason why distilleries may not be established with advantage in the sudder and sub-divisional head-quarters. Formerly it was thought that the outstill and the distillery systems could not both work well in the same district, as the outstill liquor would be sure to come within the limits of distilleries with impunity, but now a change in the law renders such a thing impracticable if sufficiently guarded.

Outstills are best suited to sparsely-populated tracts, or where the country is interspersed with hills and jungles affording facilities for illicit manufacture and sale.

I am of opinion that drinking of *country spirits* has largely increased in this district during the last few years. In the town of Ranchi we now often meet with people making rows in a drunken state in the public thoroughfares, such as we never met with in the days when the distillery was in existence.

In this district the aboriginal population are the principal consumers of liquor. Formerly the rice-beer, or handia, was chiefly resorted to by them, as they have always the privilege of brewing the same in any quantities in their homes; but since the introduction of the outstill system there has been a decided falling off in the manufacture and consumption of handia. Handia has now been largely replaced by the outstill liquor.

The steady increase in the revenue derived from the sale of the licenses for the outstill shops is a certain index of the increase of consumption of outstill liquor, as there has not been any change in the retail price of the outstill liquor in the interior. This retail price varied from 2 to 3 pice per bottle in the interior, while in some of the shops in places adjacent to Ranchi the price was 1 anna per bottle. The aborigines' method of bartering goods is peculiar. He would always charge—for rice, for instance—at 2 pice per paila. Even in the present year of comparative high prices, when we can hardly get more than 16 seers per rupee, the Kol sells his rice at 2 pice per paila, as he did in the previous year, when rice sold at 32 seers per rupee. So with the retail price of the outstill liquor. As in the one case the paila varied, so in the case of the outstill liquor the strength varied. The shopkeeper always charged the same rate—2, 2½, or 3 pice per bottle. The strength or weakness of the outstill liquor always depends on the price paid by the Kalal for his shop, as well as on the rate at which mohwa sells in the bazar. When the outturn of the mohwa flower is satisfactory, the strength of the outstill liquor is sure to rise.

I do not think that there has been any increase of drinking among school-boys in Chota Nagpore. Boys whose parents are accustomed to drink do in some cases imbibe the habit of drinking by following the examples of their parents. Whether the outstill or the distillery system prevails in the country, it has, I think, increased among agriculturists and day-labourers. These people now largely resort to the outstills instead of being satisfied with their home-brewed rice-beer. Handia requires a deal of trouble in its preparation. It also requires some days in order to be ready for drinking. One must take large quantities of handia in order to arrive at a state of intoxication, which a moderate quantity from the outstills would secure. One can get sufficient liquor from the outstills at any time in the day. Hence it is that outstill liquor is supplanting handia. It is but rarely that I have come across with drunken females in the Ranchi roads. In the interior I have met with numbers in an inebriate state from the drinking of handia on marriage and other festivals. Drunkenness has increased in Ranchi among domestic servants.

I do not think any *classes* of people other than those who used to drink the distillery liquor have largely imbibed the habit of drinking since the introduction of the outstill system. Isolated cases may be cited of persons who never had used country spirits before but who now drink largely.

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The increase in the drinking of outstill liquor is due to the fact that the liquor is obtainable with little or no trouble. The shops are within easy reach of the consumers, and the price is also not much. It has also been due to the suppression of illicit manufacture. This illicit distillation prevailed very largely. So late as the year 1880 from 5 to 9 cases of illicit manufacture of country spirits were detected in single villages. This was the case when the excise and police-officers were fully on the alert. It can easily be imagined how largely illicit manufacture prevailed when neither the police nor excise-officers were so much given to the detection of cases against the excise laws.

The last five years had been prosperous in this district, and this circumstance also had its share in increasing consumption of the distillery liquor. Many works have now been opened in the interior under the district committees, which give employment to labourers on daily wages. These labourers freely resort to the outstills. In the principal towns, like Ranchi, there have been during the past few years many public works, which also have given employment to a large number of people of the neighbouring villages at increased wages.

Under the sudder distillery system liquor sold was of four classes, viz. *phuli, samachoor, dambha*, and *dokani*, and the rates at which they were sold were as follows :—8 annas, 4 annas, 2 annas, and 1 anna per bottle. Now in the town of Ranchi the rates are respectively 4 annas, 2 annas, 1 anna, and 2 to 3 pice per bottle. In the interior the retail price varies from 2 Goruckpoori pice (in Tori and Palamow) to 3 pice per bottle. Twenty-one gundas of the Goruckpoori pice make one rupee, so that virtually liquor can be had in some parts of the district for a little above 1½ pice per bottle. The rate of retail sale of liquor of the ordinary or dokani quality is as stated above. Phuli is rarely manufactured; dambha is sold at 2 annas per bottle. Samples are supplied at town rates. As already stated above, the rate for retail sale has not changed in the interior.

I do not think that outstill liquor as sold to consumers is weaker than the liquor manufactured in distilleries. When the distilleries existed, the shopkeepers could only get their liquor manufactured under a number of restrictions. They could get a limited quantity manufactured every day, and from that quantity they had to meet the requirements of their customers, whatever might be their number. So that the greater the number of customers the larger the quantity of water mixed with the stock of liquor in the shop. Now (in the town of Ranchi) we have four shops, each supplied with two stills, and each still is worked from morning to evening of every day, *including* Sundays. There is practically no limit to the quantity manufactured, which is done in accordance with the demand. I do not see why the shopkeepers would distil weaker liquor now. So far as my recollection goes, the best phuli manufactured in our distillery was never below 25 degrees below proof, and would fetch a duty of Re. 1-1 or Re. 1-2 per gallon. The ordinary liquor manufactured in the distillery fetched a duty of from 8 to 12 annas per gallon.

The other day the liquor manufactured in some of the Ranchi outstills was tested. The "phuli" liquor of two shops was found sufficiently strong to fetch a duty of Re. 1-1 and 13 annas per gallon; while the dambha liquor of two other shops, which is now prepared by an admixture of two parts of water to one of phuli liquor, was found strong enough to fetch a duty of 6 annas per gallon.

I never heard before that dhatura or any other noxious drug is mixed with the outstill liquor. I heard to-day from the Court Sub-Inspector of Ranchi that he once saw some Kalals collecting dhatura, and on being asked by him they told him that they mix the same in small quantities with liquor to make it stronger. I have heard that when liquor is very much diluted with water a "neem" stick is used to give it a strong taste at the time of drinking.

The consumption of tari in this district is very limited in quantity, and restricted to only a portion of Palamow.

The falling off in the number of cases detected, though both the officers of the Police and Excise Departments have now become much more vigilant, shows that there has been a decrease of illicit distillation.

I have heard that some well-to-do people would get spirits manufactured of mohwa (or goor) mixed with goat's flesh supplied by them; others would have the liquor spiced or have it coloured by mixing with it red sandal-wood at the time of distillation. In out-of-the-way distilleries there could be no obstacles to such things being done with the connivance of distillery mohurirs. When the Ranchi distillery existed, people of Ranchi would have such liquor manufactured from the neighbouring outstills.

I know isolated instances. A few of the residents of the town, besides European gentlemen, use imported liquor. The majority of those who drink spirits use country liquors.

Liquor can be obtained from outstills during prohibited hours. Grain is freely exchanged for liquor. The shopkeepers sell largely on credit. The habit of drinking cannot but injuriously affect the classes among which it prevails. In one division this habit is innate in the aborigines, and cannot be eradicated in a short time. It will take ages to make the Kols learn temperance. The labouring classes, who resort largely to the outstills, are most injuriously affected by them.

I would suggest the lessening of the number of shops and the readjustment of their sites. In our division, specially in the interior, the outstill system is a necessity, and cannot be superseded by any other system unless Government is prepared to entertain and pay a large detective establishment to check illicit manufacture and sale. Here in the Lohardugga district we have also to guard against the illicit introduction of liquor from the Tributary States. The capacities of the stills used might with advantage be regulated, and a scale of license fees fixed with reference to the capacities of the stills to be used.

Statement of Baboo Pitambar Datta, late Excise Darogah, Ranchi. *Lohardugga.*

I AM not an inhabitant of the district, but I reside here since March 1866.

I served as an excise-darogah in this district since July 1876 for more than five years, and was in charge of the central distillery in the sudder sub-division, and for some time of those in the Palamow sub-division. My statements will generally apply to the sudder sub-division, and not to the whole district.

Consumption of country liquor as well as of drugs has increased of late to some extent owing to the prosperous condition of the people, and in consequence there is an increase of revenue.

There is a gradual increase in the sale of country spirits in outstills since 1872-73 and a further increase since 1880-81. Increase up to 1880-81 can be attributed solely to the suppression of illicit distillation. The good outturn of harvest and the increased demand for labour have to a certain extent affected the consumption since then. In the jurisdictions of the police-stations Lohardugga and Chorea, where lie the best-paying shops of the present days, illicit manufacture and sale were most prevalent. In several villages distilling apparatus were to be found in the house of every Kol, and in several instances the police were successful in detecting as many cases as they could manage at a time in one village. They were all old dealers, and would not give up their long-standing practice until after repeated punishments. In Hanhat, Udranji, in the jungles of Chora, Hutap, and several other places, the practice has only lately been given up. In these and other jungles, and in several villages which lie a little way off from the public way, regular shops of illicit liquor were to be found.

If we take into consideration the extent to which the illicit sale prevailed in this district, it can be said that our present revenue is solely owing to its suppression.

School-boys are very rarely seen to drink.

Domestic servants.—As a class, no increase in the habit.

Agriculturists depend on the outturn of harvest. There has lately been an increase to some extent owing to the prosperity of their condition.

Labourers.—They have sufficient work, and are well paid now, and there is an increase to a certain extent among them.

People that did not drink while the sudder distillery system was in force have not now taken to drink.

Symptoms of increased drunkenness are not to be observed as far as the Sudder sub-division is concerned. I beg to state that the Kols, who form the main body of the population, were as hard drinkers in 1866, when the distillery system was introduced, and in 1871, when the outstill system was substituted, as they are in 1884, when the outstill system has been in force for more than twelve years. They have neither demoralized themselves nor have deteriorated their condition. They have an innate desire to drink, and they must satiate it, as much as their circumstances would permit, either with pachwai or with illicit or licit liquor. In 1874-75, when a large number of outstill shops were thrown up and some time lapsed before they could be re-settled, many of the Kols used ganja for want of liquor, as will be evident from the sale of that drug in that year.

Though the outstill system has been introduced for more than twelve years in the jurisdictions of nine police-stations out of 13 in the Sudder sub-division, the consumption of outstill liquor is quite insignificant. The shops pay too low a rate of revenue, and the number of shops is too few. In the jurisdiction of four police-stations, namely, Ranchi, Lohardugga, Chorea, and Balumath, the shops chiefly contribute to the revenue. In the jurisdiction of the first three police-stations illicit sale gradually was suppressed and a proportionate increase in the revenue was observed.

In Balumath illicit sale was not much prevalent. There is an increase in the revenue, though there is no actual increase in the sale; it is solely owing to the fact that till late we were not successful in breaking down the combination of the Kalals. No change for the worse in the habit of drinking is observed.

The other classes of people are as moderate drinkers now as they were before. Men of intemperate habits are to be found in the towns, as is the case elsewhere, and a slight increase or decrease in the price of liquors cannot make them change their habits.

The last five years have been on the whole prosperous, and it has affected the consumption of liquor as well as drugs.

Retail prices of country spirits are—

	Distillery System.	Outstill System.	
1st class ...	... 8 annas	4 annas	per bottle.
2nd „ ...	... 4 „	2 „	„
3rd „ ...	... 1 anna	2 to 3 pice	„

The sudder distillery liquor was somewhat stronger. The outstill liquor is less injurious to health than the distillery liquor. In distilleries phuli liquor is distilled, and it is diluted before sale, while in outstills the liquor is distilled in cold water, and much less uneasiness follows after intoxication. Dhatura or other poisonous drugs are not used in the preparation of the liquor in outstills or for adulteration afterwards, nor in liquor manufactured for use in the *Holi* or other festivals. Under the distillery system the shopkeepers sometimes used "neem" stick in diluting their liquor.

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The consumption of pachwai has not diminished since the introduction of the outstill system. Very few people drink tari in this district. There was illicit distillation, as stated above, and it has disappeared, though not completely. I do not know whether zemindars, &c., get their liquor manufactured at outstills from their own materials.

The introduction of the outstill system has not led to an increase of drinking among the upper classes. Very few men drink imported liquor among the upper classes. I do not know whether liquor is sold at outstills during prohibited hours. Liquor is supplied in exchange for grain, not for goods of any other kind. Liquor is sold on credit in towns, and rarely in the interior.

The outstill system is best suited to keep a check on illicit distillation. Local body is not competent here to have any control.

Statement of Revd. H. Onasch, G. F. L. Missionary, Ranchi.

It is more than 23 years since I came to this district in the capacity of a missionary, being connected with the Berlin E. L. Mission Society. After a stay of nine months I proceeded to the district of Hazaribagh, where I had my work amongst the Sonthals, consequently I had no experience during this period as regards the natives of Chota Nagpore.

In 1870 I again was in Chota Nagpore and laboured for about ten months among the people. The rapid growth of Christianity amongst the Kols brought me in contact with the people—Christians as well as non-Christians.

(A) Drunkenness was already a great evil among the non-Christian Kols, whilst the Christians, with the exception of a very few, kept aloof from it. Religious influence as well as church discipline were the causes of their abstinence.

As regards the higher classes of the Hindus, I scarcely heard of any case of drunkenness whilst I myself saw now and then drunken men of the lower classes, such as Doms, Ghasees, Chamars, and Lohars.

I cannot remember having heard of or seen any Mussulman under the effect of liquor.

In January 1877 I was again sent to Chota Nagpore, and Ranchee has been my station since. Having been now for more than seven years here, and having plenty of opportunity to see the natives in their villages, I, with a sorrowful mind, state that drunkenness amongst Christians, Hindoos of all classes, and Mussulmans is increasing rapidly.

Referring to the native Christians of my own church here, I will prove my assertion from the annual statistics since 1880, which I still have with me, viz :—

In 1880, amongst		29,000	Christians	habitual drunkards	41,	moderate	drunkards	160
„ 1881	„	30,000	„	„	79	„	„	163
„ 1882	„	30,000	„	„	61	„	„	356
„ 1883	„	30,000	„	„	250	„	„	274

Though we missionaries have done our utmost to check the evil, and though we have been successful in many cases, yet we have not been able to obtain a satisfactory result. Now if people under the Word of God and under church discipline show an increase of drunkenness, how much more will this be the case with those who are under no obligation whatever; and it is indeed deplorable to observe how drunkenness affects the non-Christian Kols both in their moral and material condition. They are daily to be found in large numbers drunk in their houses, in the public places of their villages, such as the weekly village or town bazars, near Government distilleries, and on the roads. A few instances will confirm what I say. In February last I came along the road from Kalamati to Ranchi. At the Government distillery at Topadana a large number of Hindoos and non-Christian Kols were sitting near the distillery, and nearly all of them in a more or less drunken state. The chaukidar from Hatya was amongst them, and on seeing me came up to my cart and tried to stop me from going. I reached Doranda before sunset. Passing through the Government distillery, I observed a large number of men, women, and children, sitting and drinking liquor. I stopped and looked at them and found most of the men drunk and quarrelling, and 13 women in a state of intoxication.

On the 9th of March I was at the village of Murto. I went at about sunset to the Government distillery in order to speak to the people there about their evil doings. I found 18 men of the same village sitting, crying and quarrelling. I fully believe that all of them were under the effect of liquor; and on leaving the place I discovered under a tree four more men who had just started drinking. The greater number of all these men seemed to be Hindoos, the remaining being Kols and non-Christian Ooraons.

On the 19th of March a number of people were drinking at the Government distillery at Nagri. A man and a woman, after having got drunk, committed adultery shamelessly near the distillery. People were obliged to drag them away out of sight.

I also have been informed that even some deaths have been caused by drunkenness.

After a very careful inquiry I am in a position to state that drunkenness has affected even the highest classes of the Hindoos. If necessary, it can be proved that Brahmans lately have been found drunk. As to the lowest classes of the Hindoos, they may be seen drunk daily near the distilleries or at the bazars in numbers.

In January last I met three old white-haired Mussulmans on the road between Ranchi and Doranda in an entire state of intoxication. From their appearance they seemed to

belong to the better classes of Mussulman society. Regarding the Jolhas of this district, I state that I have seen many drunk during the past years. I know a Mussulman of high position who is given to the use of liquor for some time.

That the vice of drink in men of the lower classes should affect their women is natural. I often with a sorrowful mind have seen drunken women on roads and near houses.

In former times the Kols in general made their liquor, *i.e.*, illi or handi from rice and marua in their own houses, and very seldom used to go to Government shops, but by and by they have found out the greater cheapness of the daru made at the distilleries, and thus they are induced to go there and purchase drink and get drunk. This makes them miserable and poor. A case lately came to my notice on this point. A poor ryat, a Mundari, sold his paddy at the Ranchi Bazar for 8 annas. On his way homeward he went to the Topodana distillery. At first he took a bottle of inferior quality of liquor. When he had finished this he took from the better kind till he got insensibly drunk, and the next day had not a single *paisa* to take home with him.

B.—What are the causes to which I attribute the increase of drunkenness?

According to my opinion there are four principal causes of this fearful evil.

(*a*) Cheapness of the liquor. It has been proved to me from the Government statistics that there are now less distilleries in Chota Nagpore than there were ten years ago. But it is a fact that the distilleries make now much more daru than in those former years. As the expenses of the Kalal are not great, he is in a position to give the liquor cheap. Though it is denied, I know it well from trustworthy persons, that dhatura water and sugar are mixed and put into the liquor, and this causes intoxication at once. Formerly when a person used to be drunk it was only said about him "wuh matwalahai," but now-a-days I very often hear "wuh pagla hua." This denotes a different kind of drunkenness. Mere alcohol cannot produce such absence of mind and behaviour as may be seen now often with the confirmed drunkards.

(*b*) The second cause of the spread of drunkenness in this district is the situation of the distilleries. In former years very seldom a distillery was seen at the principal roads (provincial and district roads) of Chota Nagpore; now most of them are to be found on such roads, and in localities where there is the greatest traffic or gathering together of the people. We Germans have a saying to this effect *gelegenheit macht diebe, i.e.*, opportunity makes thieves; and taking the class of people into consideration who are the thikadars of the distilleries, it is no wonder that so many people are tempted. I observed once near the distillery at Mandar how the tempter came forth with his pyala close to his mouth and how sweetly he induced travellers who were resting under a tree to drink his stuff.

(*c*) The third cause of the spread of drunkenness amongst the Kols and the lower strata of Hindu society here are the cooly-recruiters or sirdars. I am not informed how many hundreds or thousands of these men roam over the country during the recruiting season, but so much I know that there are many, and that the largest number of them are a most corrupted lot of human beings. My heart bleeds within me when I think of the immoral means by which men, women, and often minors, are caught for Assam, &c. One of the most effective and common means is liquor. One or two instances may be sufficient to prove what I say. Three years ago, during the cold weather, I was out to see my Christian congregation. I came to the hamlet called Kumargaria, where there lived two Christian and two non-Christian families. In the shade of a bamboo tope I found them all drunk, a sirdar and a number of other non-Christians with them. The sirdar was the man who had bought the daru and treated them. After eight days I heard that he had on that very day recruited some drunken people for Assam. One of my Christians, when under the influence of liquor, left his family secretly. His poor wife has since been often in the greatest difficulty as regards food and clothes. Two young men of my congregation and two non-Christian youths of the village of Ghunsli were made drunk by a sirdar and taken away for Assam.

(*d*) The fourth, and I would say the most principal, cause of the increase of drunkenness amongst the better classes of the Hindoos and Mussulmans is the transition state of society now prevailing among them. In former days with the first, the caste system kept them back from even touching liquor, but as the caste system is gradually breaking, and the authority of their *panches* is now merely nominal, they do what they like. For instance, in 1871 I had here a barber. This man got once drunk. He was soon after brought before the *panch* of his caste and had to pay a fine. This very man can now-a-days be very often seen drunk in public and nobody punishes him. The *panch* is powerless.

As regards Mussulman society, I venture to say that the peasants in the mofussil are only Mahomedans by a few ceremonies. Though they talk of Allah and their Rasul they are mostly devil-worshippers, like the non-Christian Kol, with whom they join in cases of dahinbishahi. Those Mussulmans who are servants are often not much better as regards drinking liquor. The Mussulman law which forbids drinking, has no power over them.

C.—What may be the means to check the spread of drunkenness?

The answer from my standpoint is this, that there cannot be any other effective remedy than the influence of true religion. Without the change of mind which is effected by true

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religion, there is nothing lasting to be expected. But nevertheless I will state what I consider to be useful in reducing the evil.

(*a*) Most of the distilleries should be removed from the principal roads. This would prevent temptation and fall in many cases.

(*b*) The distilleries should be under the strictest control of good and honest Government officers. This would prevent the Kalals adulterating the liquor with dhatura or other mischievous substances.

(*c*) Only certain quantities of daru should be allowed to be made during the day.

(*d*) The price of daru should be raised.

(*e*) Some new rules should be made as regards cooly-recruiters inducing people when drunk to make a *bandabast* for registration and emigration.

(*f*) All good and influential people of the district should be requested to assist by words and deeds in checking the vice.

(*g*) Drunken people found in public places should be severely punished.

Lastly, I would beg to point out that from my seven years' experience in this district I find that many people have been impoverished through the abuse of drink, and instances are known where Bhuniar land and other property have been sacrificed for the sake of the sensual gratification of liquor-drinking.

Statement of Baboo Rakhal Das Haldar, Manager, Chota Nagpore Estate, Ranchi.

THE consumption of intoxicating drinks of all kinds in the Lohardugga district ten years ago was not actually less than it is now, excepting what increase there may have been as a consequence of the increase of population during the last ten years.

At the earlier period, when rice was much cheaper, the aborigines, who form the bulk of the population, consumed more *handia* (rice-beer) and much less distilled liquor than they have been doing within recent years. If they would care for distilled liquor at all, they wanted it strong,—stronger indeed than handia could be. Hence formerly a less quantity of distilled liquor used to be manufactured by the regular *Kalals,* but of a stronger quality than is now the case. With the removal of restrictions as to capacities of stills, larger stills have come into use, providing liquor in larger quantities and keeping pace with the increased demand. Grain is much dearer in these days; there is trouble and delay in the manufacture of handia, and people find it more convenient and economical to use distilled liquor in preference to the handia. The retail prices of liquor have undergone no change, but the strength of liquor has decreased.

The number of stills has greatly decreased within late years, and the Government revenue has enormously increased. This apparent anomaly can thus be explained:—

The capacities of the stills have been enlarged, and loss in number compensated to a great extent.

When the stills were smaller in size there was a good deal of illicit manufacture of liquor, from which no revenue was derived. From the licensed stills and shops a comparatively small quantity of liquor used to be sold, and Government revenue was not what it could have been. People then used to drink liquor more in private than in public, as they were aware of the illicit character of the article they consumed. Now they drink more in public, and one may observe companies of 10 to 20 men sitting together in rows and engaged in drinking. This fact leads one to suppose that the consumption has increased.

The suppression to a very large extent of illicit manufacture has tended to increase the Government revenue, but this increase is not necessarily a proof of actual increase of consumption.

Earthen stills for distillation of 20 seers of raw materials each time are in general use in Lohardugga. Distillation can be carried on five times during the day, sunrise to sunset. By each distilling process five quart bottles of strong liquor (*phuli*) and eight bottles of weaker drink are obtainable. The latter is sold as "dokani" by adding to it twice as much water.

Copper stills are also in use, but are few, being probably more costly; but they are by far the superb to use, and give better results. From a copper still of the same capacity as an ordinary earthen still a Kalal gets six bottles of *phuli* instead of five, and ten bottles of inferior stuff instead of eight.

Fifty to sixty bottles of "dokani" liquor can be manufactured in a still at a time, or 250 to 300 bottles per day.

In towns and in the interior, where large markets are held, copper stills of larger capacities, in which 500 to 600 bottles can be manufactured in a day, are in use.

The selling price for consumers remain unchanged during the last ten or twelve years—

Four annas per quart bottle of phuli.

Two annas ditto of dambha.

Six to nine pice per quart bottle of dokani.

Formerly stronger liquor could be provided by the vendors than now, as the license fee was comparatively less.

Statement of Revd. F. Bohn, Anglican Missionary.

I HAVE been working as a missionary in Chota Nagpore for upwards of 30 years. For some time back I have been stationed at Ranchi. I have observed of late years a decided increase of drunkenness among the people. My personal observation of this is confined to Ranchi, but I have heard of a similar increase of drunkenness in other parts of the district. I have heard this from European and native missionaries, from native Christians and others. This increase has been among the lower orders of people. I know nothing about the drinking habits of Brahmins and Rajputs. I have not heard anything to make me believe that there has been any spread of drinking among these classes. There has been some increase of drinking among native Christians, especially in villages where outstills are situated. I consider the situation of these outstills is frequently objectionable. In one case an outstill has been fixed in a Christian village in spite of the remonstrances of the people. They represented their objections at the thana, but the darogah said that he could not hear them, as orders had been received for the establishment of the outstill. No representation on the subject was made to the revenue authorities. I consider that the great evil in the present system is the situation of the outstills, which are placed where there are the greatest opportunities for temptation, viz. in bazars or on the sides of roads. This is especially the case at Ranchi, and in addition to this people tell me that the liquor is cheaper there than it used to be under the sudder distillery system. In the interior I believe that the price has not altered from recent years. I heard from one man that injurious substances are used in the preparation of the spirits, but there does not seem to be any foundation for this rumour.

Pachwai is much drunk by the Mandoos and Ooraons. I do not think that the consumption of this beverage is either increasing or decreasing. I cannot say that I know of any people having given it up and taking country spirit instead.

Note by Baboo Nava Krishna Roy, Inspector of Police, on the existence of illicit distillation of spirits.

IN the year 1864-65 two distilleries, one at Ranchi and one at Lohardugga, were established, and in 1866-67 five more were added to the number, viz. at Chareah, Balumath, Palkote, Doma, and Rahey. The distillery at Rahey did not work for more than three months. The rest, however, with the exception of that at Ranchi, continued working till July 1871. During the period the distilleries were in existence illicit distillation of spirits was carried on to a very great extent, especially in the jurisdictions of Chareah and Lohardugga. Nearly one-fourth of the villages in the jurisdiction of those two stations were known to have illegally manufactured liquor, and cases were detected by the police in several of them. Lists of villages in the Chareah and Lohardugga thanas, where cases of illicit distillation of spirits were detected by the police, are given below. In some of these villages no less than four, five, and six persons were arrested at a time, and some persons were convicted more than once. These village lists are by no means complete. There are other villages where cases of this description were detected, but no record of this is forthcoming, and I had no time to make enquiry in the matter.

In the year 1870-71 the revenue from the Chareah distillery amounted to Rs. 484. At present there are 18 outstills settled for Rs. 1,381 *monthly*, or Rs. 16,572 for a year. In the same year the income from the Lohardugga distillery was Rs. 2,504. At present there are 27 outstills settled for Rs. 1,952 a month, or Rs. 23,424 for a year.

From the above facts it is clear that liquor was illegally manufactured in the district in enormous quantities before the introduction of the outstill system.

List of villages in Chareah thana where cases of illicit distillation of spirits were detected by the Police.

1. Patratu.
2. Chama.*
3. Bandri.
4. Tangar.
5. Barhaea.
6. Bindra.
7. Balsukra.
8. Sititand.
9. Loondri.*
10. Burmu.*
11. Ara.
12. Roll.
13. Barambhoy.
14. Kiambo.*
15. Naro.
16. Poongi.
17. Chya.
18. Ojha Sarram.
19. Katari.
20. Peragutu.
21. Pani Mahua.
22. Ossa.*
23. Mesmano.
24. Palok.
25. Tangar Basuli.*
26. Sursa.
27. Bansjari.
28. Kamati.
29. Burkhukbra.
30. Taranga.
31. Bajotooli.
32. Jarri.
33. Mandal.
34. Batchour.

N.B.—Places marked * have now outstills in them.

Lohardugga.

List of villages in Lohardugga thana, where cases of illicit distillation of spirits were detected by the Police.

1. Silagaen.	6. Mahugouri.	11. Chegri.	16. Chaddra.
2. Hurhuri.	7. Kurkara.	12. Phulsuri.	17. Barogaen.
3. Gakay.	8. Chernalo.	13. Khyratoli.	18. Pipratoli.
4. Hauhat.	9. Murto.	14. Gajni.	19. Udrangi.
5. Makunda.	10. Mahuari.	15. Beasi.	20. Sithio.

DISTRICT HAZARIBAGH.

Statement of Baboo Girindra Kumar Gupta, M.A., Pleader, Judge's Court.

I HAVE been in this district, with an interruption of eight or six years, for fourteen years. I have noticed during the last three or four years an increase of drunkenness in this town. I have more than once visited the outstills and had occasion frequently to pass by them. I have observed many people drunk both in the outstills and on the streets. They were generally of the lower classes, *viz.*, Doms, Dossadhs, Kahars, Chamars, Bhuiyas, and some Banias. I am not speaking of the aborigines or of the interior of the district. In this town there are very few Kols. I have not observed any people of the better castes frequent outstills. Kayasths drink, but they do not frequent outstills as a rule. Under the distillery system *chatta* was sold at 6 annas a bottle, and *dambha* at 3 annas a bottle; but now chatta is sold at 4 annas, and dambha at 2 annas a bottle, and a third sort, known as *dokani*, at one anna a bottle. These rates prevail in the town, but the rates are still lower in the interior. I knew this from having to give liquor to coolies when on journey, when I would pay 2 pice, and sometimes 1½ pice, a bottle. This may be weaker than the 2-anna spirit, but I do not know. I have heard that dhatura seeds are mixed with mohwa in the stills, and *kuchila* put inside the condenser. A *kurchi* rod is used to stir the liquor when mixed with water to make *dambha*. The bark is also used with the wash. Besides this, many roots are also used in distilling to increase the intoxicating power of the spirit. These are called by the general name of "jaris" (roots). The impression that dhatura and *nux-vomica* are used in distillations is a general one, but I cannot give any tangible evidence on this head.

There used to be cases of illicit distillation, but there have been very few such cases during the last ten months:—only one that I can remember. I appeared for the defence in some cases; they were all in which low-caste people, who had long been in the habit of distilling, were concerned. Under the sudder distillery system it was the interest of every retail seller to produce and sell illicit liquor; now every retail seller is a detective. I think that the causes of the increase of drunkenness are the cheapness of liquor and the facility in obtaining it. The people say that in the town the outstill liquor is about the same strength as the distillery liquor, but that it is somewhat stronger in the interior. They say that this is due to competition. Kayasths in this district use outstill liquor, so do well-to-do Bengalis. Both these classes formerly used imported liquor. Liquor cannot be obtained after nine at night in the town of Hazaribagh, but it can be obtained in the interior. Spirit-sellers give credit. I have heard that they take goods in exchange for liquor, but I have never seen it. I have known of cases of theft, affrays, &c., caused by drinking.

I would advise the introduction of the central distillery system, making it obligatory by law on the resident landholders or influential middle-men to report illicit distillation. As an alternative, I should retain the outstill system, not allowing sale after sunset or before sunrise, the sites of shops being removed from central situations or the sides of roads. The capacities of the stills should also be limited, and the number of shops decreased. The practice of barter and that of selling on credit should be discontinued. The control over these matters might in some cases be given to municipalities, where such exist. The higher police-officer, not lower than an Inspector and other travelling officers, as well as the Court of Wards' Managers, should have some control over the selection of sites.

Statement of Rai Jadunath Mukerjee Bahadur, Government Pleader.

I HAVE been in this district since September 1864, and have been the Government Pleader ever since. I have a general knowledge of the sudder distillery and outstill systems. Since the abolition of the sudder distillery there has been a marked increase of drunkenness throughout the district, but this is confined to the classes who used to drink before. It may be described by the statement that those who used to drink occasionally now drink habitually. I ascribe this to the cheapness of liquor and to the facility of obtaining it. I believe that the liquor sold in the town is now a little weaker than what used to be sold under the same name when there was a sudder distillery. The price is

one-third cheaper, but the difference in strength is not so great. I cannot say what is the difference in spirit sold in the mofussil. I have of late heard of dhatura and other substances being mixed with the materials used in distillation, or in some way during the process. I have not heard of this sort of things in Hazaribagh, and there is nothing tangible about it in the mofussil. We never heard of it under the sudder distillery system or when there were outstills before.

There used to be much illicit distillation under the sudder distillery system, but it has diminished greatly of late. It is the interest of the outstill-holder to put down illicit distillation. It was the interest of the retailer to sell illicit spirit under cover of duty-paid spirit, and he was therefore the ally of the illicit distiller when he did not illicitly distil himself. Zemindars and other well-to-do people send their materials to outstills to be distilled. They used to do the same with the sudder distillers, but not often.

Country spirit has taken the place of imported liquor among Kayasths and Bengalis. The reason of this is that people believe it to be more wholesome.

There have been some cases of drunkenness before the courts, in one of which it was alleged that a life had been lost, but that was not proved. Such cases strike one as more numerous now than it used to be.

I would suggest the removal of the stills from public places, the sides of roads, &c. I would also close the stills at nightfall. I would make it a condition of the license that a minimum price should be charged. I should fix the price for the interior at one anna for *dokani*, 2 annas for *dambha*, and 4 annas for *chatta*, and one and half as much for towns. The capacity of the stills should also be limited.

I think that in municipalities the number of shops and the capacity of stills should in the first instance be fixed by the Commissioners. The Collector should then fix the upset price, and the municipality should make the settlement and manage the stills, paying over the entire revenue to the Collector. The main thing is that the municipality should have control over the sites.

Consumption of liquor in the retail shop in the town of Hazaribagh under the sudder distillery system in 1879-80.

	Gallons.	Bottles.		Gallons.	Bottles.
April	943	3	December ...	947	3
May	803	2	January ...	1,045	
June	1,019	1	February ...	1,077	2
July	1,085	3	March ...	1,463	3
August ...	1,019	2			
September ...	1,042	1	Total ...	12,583	1
October ...	1,057	1			
November ...	1,079	4			

Consumption of liquor in two outstills in the town of Hazaribagh in 1882-83 *and ten months of* 1883-84.

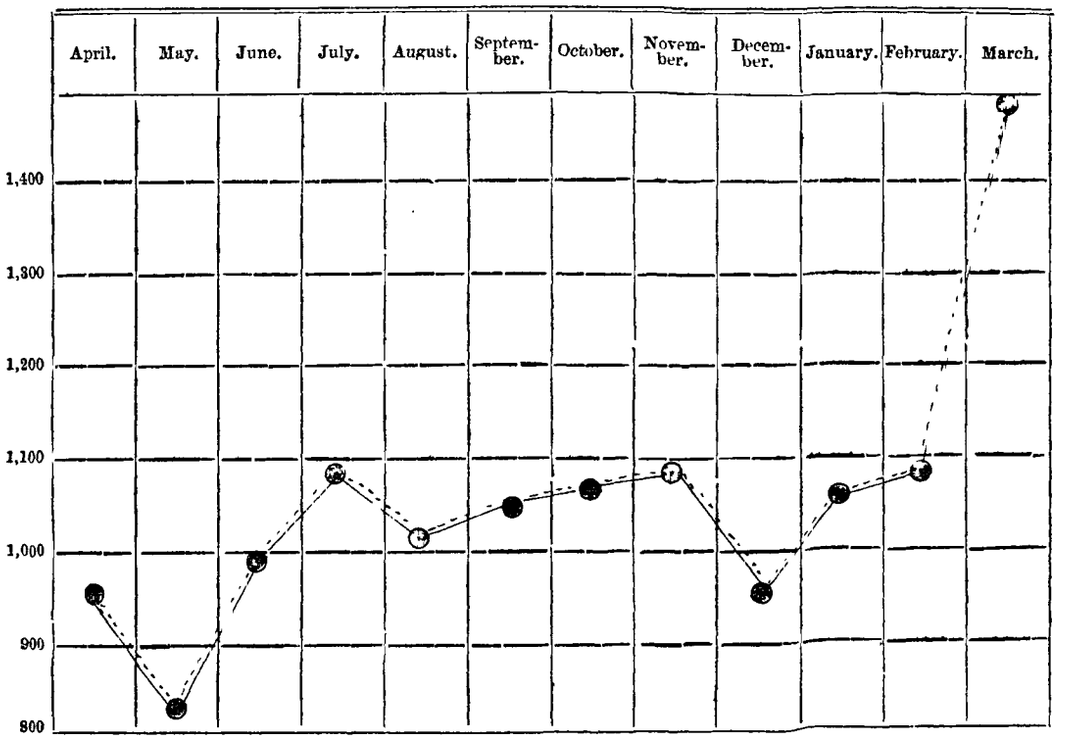
	1882-83.			1883-84 (10 months).	
	Gallons.	Bottles.		Gallons.	Bottles.
April	2,845	4	April ...	3,096	2
May	3,078	1	May ...	3,205	..
June	3,571	5	June ...	3,430	4
July	3,326	2	July ...	3,419	
August	2,952	2	August ...	2,955	2
September ...	3,173	3	September ...	2,697	1
October ...	3,270	4	October ...	2,585	1
November ...	2,675	3	November ...	2,241	
December ...	2,841	2	December ...	1,884	2
January ...	2,881	2	January ...	2,015	
February ...	2,804	2			
March ...	3,660	2	Total ...	27,529	0
Total ...	37,081	2			

Hazaribagh.

The following charts show the rise and fall of the consumption of liquor under the sudder distillery and outstill systems :—

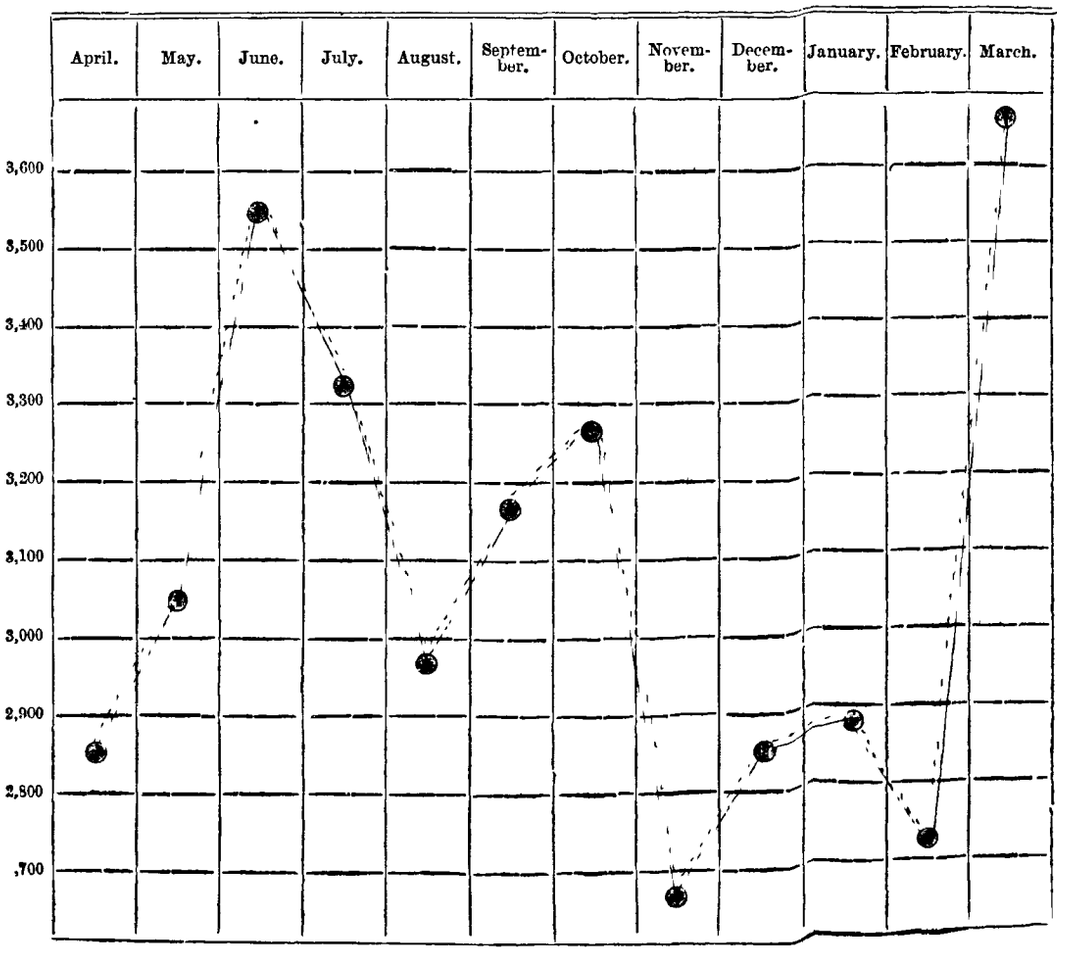
1879-80.

Sudder Distillery System.



1882-83.

Outstill System.



Statement of Baboo Shama Prossana Roy, Head Master, Zillah School.

I HAVE been about two years in this district as Head Master of the Government Zillah School, and had no idea before that the boys of this school were ever given to drinking. It was only the other day that my attention was drawn to the question. On the 27th instant I instituted a regular enquiry and formed the following table showing the results thereof:—

CLASS.	Number of boys in the school.	HINDUS.						MAHOMEDANS.	
		Brahmins and Chhettris.	Number of those that drink.	Lallahs.	Number of those that drink.	Other castes.	Those that drink.	Number of Mahomedan boys.	Those that drink.
1	10	.....	*Nil*	.....	.....	1	1	.....	*Nil*
2	8	1	.....	3	2	1	*Nil*	.....	*Nil*
3	17	2	.....	6	2	2	1	1	*Nil*
4	17	1	.....	6	2	3	*Nil*	2	*Nil*
5	16	1	.....	7	3	4	*Nil*	1	*Nil*
6	15	3	.....	6	3	1	*Nil*	.....	*Nil*
7	18	.....	.....	9	3	3	*Nil*	3	*Nil*
8	6	1	.....	1	.....	.....	*Nil*	1	*Nil*
Total ...	107	9	.....	38	15	15	2	8	*Nil*

The above list excludes Bengalis, whose number is 36. To the best of my knowledge they do not drink; the 17 boys that do drink belong to drinking families, and, excepting 2, mostly drink during festive occasions. I have ascertained that 23 of the guardians are given to drinking.

Statement of Mr. W. H. Stevenson, Missionary of the Free Church of Scotland, Giridi.

I HAVE worked among the Sonthals for seven years, and have paid some attention to their drinking habits as affected by the introduction of the outstills. The facts have forced themselves on me. The Sonthals are a drinking people, but did not as a rule drink distilled liquor, their drink being rice-beer. Those who lived on the good soils and had opportunities of earning money, used to drink spirits; and this I have known from them, but now-a-days one constantly finds people drunk in the villages. When asked, they say that they have been drinking at outstills. They constantly take mohwa to the stills and exchange it for liquor. There is a strong impression in the district that the spirit sold at outstills is adulterated. The ground for this impression is mainly the antecedent improbability of the outstill vendors being able to sell for three pice a sufficient quantity of pure spirit to make a man drunk. Besides this, the people think that the spirit got at outstills is more apt to give headache, &c., but there is no tangible evidence of such adulteration.

I do not think the consumption of pachwai has been affected by the increased use of country spirits. Pachwai is used by Sonthals at their feasts, when they would not use spirits. The Sonthals of the pergunnahs come into this district for outstill liquor. I can only speak of the bodies where I work.

I would not suggest the substitution of any other system for the present, but there might be much improvement in the present state of things. I should like to be allowed to put down in writing my opinion on these points.

I do not see any way to recommend the reintroduction of the sudder distilleries, but think that the price of the liquor should be forced up by limiting the capacity of the stills and the hours for distilling, and also by raising considerably the upset price of stills.

I have been continuing my inquiries regarding the adulteration of the liquor with dhatura, &c., and am more firmly persuaded than ever that it is so adulterated, although it may not be so regularly but only on special occasions. A group of Sonthals to whom I spoke on the subject said that when too much dhatura has been added they vomit the liquor soon after drinking it, and that even a small quantity added causes very bad headaches. One man told me he had seen it added, and another, who is now a Christian, says that he used to be on very friendly terms with a Kalal, and that he had told him that it was added on certain occasions.

One point I would like to emphasise is that those tribes (like the Sonthals) who have the privilege of making an intoxicant of their own be not exposed to the double temptation by having outstills established in their midst. In certain parts which they inhabit along with other tribes, it may not be possible to exclude the outstill system altogether, and I would recommend that the liberty of making rice-beer be withdrawn from the Sonthals of those parts. I would much prefer that Sonthals would drink rice-beer only in preference to daru, but where daru cannot be excluded from a district, I am of opinion that the privilege of making rice-beer should not be given them as well as the other.

Hazaribagh.

Statement of Baboo Adharkali Mukerjee, Sub-Manager of the Encumbered Estates.

I HAVE been in this district for the last ten years. I was the Collector's sherishtadar, then license-tax assessor, and now sub-manager of the encumbered estates. Since my appointment as license-tax officer I have yearly noticed an increased drinking in the interior of the district, particularly among Chamars, Dossadhs, Bhuiyas, Gwalas, certain sect of Banias, and Sonthals. I see these people either drinking at outstills or drunk upon the public roads. The better classes do not drink publicly except at festival times. They always get drunk on such occasions, especially at the *Holi* time. I do not think any class that did not drink before have lately taken to it.

Liquor in the interior sells from 4½ pice to 4 annas a bottle. At Hazaribagh it ranges from 1 to 4 annas. The liquor sold in the bazar for 1 anna is not in demand, but it can be obtained. The reason that it is not in demand is that people used to pay 2 annas for *dokani* when the distillery system was in force, but now they get a stronger liquor for that price.

I attribute the increase of drunkenness to the cheapness of liquor and the facilities in obtaining it.

I do not think that the people of this district are in any ways better off than they used to be. I have been all over the district during the last ten years, and am convinced that the poverty of the people is as great now as it was when first I came to it. This remark applies to all parts of the district. The wages of domestic servants at present range from 12 annas to Re. 1-8 when they get food and clothing, and from Re. 1-8 to Rs. 3-8 when they do not get food and clothing. Coachmen get from Rs. 5 to Rs. 7, syces from Rs. 3 to Rs. 4-8, and grass-cutters from Rs. 2-8 to Rs. 4 a month.

I think that the use of pachwai among Sonthals is decreasing. I have heard that they have taken to country spirits at the *Sorai* festival instead of pachwai. I used to hear of illicit distillation when I was sherishtadar: it has certainly decreased since the introduction of the outstill system.

If the shops were closed a little before the labourers get leave from their work, there would be a great decrease in drinking; also if the outstills were removed from the public roads. Sales on credit should also be stopped.

Statement of Mr. A. H. Gantzer, District Engineer.

I HAVE been in this district for nearly fifteen years. I have been in charge of roads the whole time—for seven years under the Public Works Department, and for eight years as District Engineer. There has been during the last three or four years, I have observed, a great increase of drinking in and about the town: the change is less marked in the interior. The increase has been chiefly among the lower classes, sometimes in the station owing to coolies taking advance of pay and getting drunk instead of coming to work; but there has been nothing of the kind in the interior, except about Chulun, which is another populous place. There has been a rise of wages since I came to the district. I had to pay coolies Rs. 2-8 monthly before, but now I can scarcely get them for Rs. 3-8; on the other hand, grain is dearer, and cultivation less extensive owing to emigration. The spirit sold now does not seem to me to be stronger than what was sold under the sudder distillery system. I believe the spirit sold in the mofussil is very much weaker. I have heard from village headmen that dhatura and other substances are used in distillation, but I know nothing myself about it. Liquor is sold on credit mainly to village headmen; it is also bartered for grains.

I think that the station shops should be removed from the centre of the town, and that liquor should only be sold between sunrise and sunset.

Statement of Baboo Khetra Nath Ghosal, Kalal (distiller).

I AM here for 22 years, and have, been a Kalal for the last 21 years. When the sudder distillery system was introduced, the Kalals combined and refused to take liquors from the distillery, being under the impression that their combination would bring back the old farming system. The Deputy Collector then gave me the whole contract for the distillation of spirits. There was no liquor-shop in the town then, but three years afterwards (I think in 1867) a shop was opened by me. I believe there has been an increase of drunkenness. The increase is threefold in the town and tenfold in the interior. We never sell on credit. There was illicit distillation to a large extent under the sudder distillery system, and there is even now, but on a small scale. When I came here I saw copper stills at work. We got an *andha* still from Calcutta, and prepared liquor from it; but people complained of headaches and would not drink it. Liquor prepared from *andha* is stronger than that prepared from our copper still (karam biq). I have heard that in mofussil tracts they would adulterate liquor.

DISTRICT MANBHOOM.

Statement of Baboo Nagendra Nath Sarkar, Deputy Collector, in charge of Excise Department.

I AM not an inhabitant of this district. I have been here for nearly the last four years.

I have no experience of the sudder distillery system, but I have a little of the outstill system. The consumption of liquor here does not depend as a rule upon any system, but upon the means at the disposal of the consumers. Outstill liquor, being much cheaper, is more frequently accessible. So far perhaps the distillery system has the advantage. At the same time distillery liquor is said by the consumers themselves to have been much stronger, and a smaller dose of it was sufficient to produce the same effects as a larger quantity of outstill liquor is capable of. The consumption of more or less spirits has not much to do with the morality of a people who are very little susceptible to moral influences. They are capable also of standing a good deal of drink, and they are not likely to be affected physically by any change of systems.

Drinking has increased during the last ten years in the sense that a larger number of people drink now than before these ten years. The population has increased by 28 per cent. (as the result of the last census shows). Means are more handy and drink much cheaper, and the result is, as may be expected, increase in the number of consumers. This increase has taken place among those who are always in the habit of drinking and have a natural craving for drink. Many Santhals, Bhumijes and other aboriginal tribes, who in former times were content with pachwai (*handia*), have gone over to outstill liquor because they can afford it; and some of those who would formerly rely upon ganja mostly, if not entirely, have found a more agreeable substitute in country spirits, because the difference in the cost of intoxication between the two is now much less than it used to be. It is not easy to determine the extent of the increase, but it is not inordinate, as much as can be expected from the circumstances—cheapness of outstill liquor, and greater prosperity.

School-boys here do not drink excepting a few, who might have been in schools abroad. Domestic servants recruited from the indigencus aboriginal population are in the same predicament with the rest of their brethren. Most of the population are agriculturists, and the remarks made above apply generally to them also with unimportant modifications. The number of day-labourers has increased on account of the gradual extension of road cess and public works, and the drinking has increased proportionately among this class. They often forego essential nourishment for the sake of drink. Women of the labouring classes drink now as before, if not in greater quantities but in greater number, because they have more work. The increase of drinking among labouring women is more marked than among women of other classes, though in prosperous seasons they also would indulge themselves as much as they could.

The classes among whom drinking habits have sprung up recently is that of tradesmen, mostly young men of loose habits in towns, such as Purulia, Jhalda, Raghunathpore. These have taken up the habit in the ordinary course of events, not probably on account of any change of systems. The number thus affected is limited, but they are generally hard drinkers.

Drunkenness has increased to some extent, but there is no reason to suppose it is excessive. The causes for this increase are—(1) cheapness of liquor, which affords facilities for a more frequent indulgence; (2) increasing facilities for procuring it resulting from extension of road cess and public works, and the gradual development of the lac trade; (3) keener interest taken in the emigration business, inducing recruiters to conquer reluctance on the part of coolies by an unrestricted supply of liquor from the time they are first picked up to the time they are despatched.

On the whole the district has been prosperous during the last five years. It has affected the consumption of liquor, as it must from the nature and habits of the people, as explained already.

The retail prices of country spirits now are four annas per *phuli* and one anna per *dama* or *rashi*; the distillery prices are Re. 1 and annas 4 respectively. The liquor consumed by the people under the distillery system was stronger than it is now. The outstill liquor, being weaker, is generally less injurious than distillery liquor. Sometimes, however, *bakar* is added to compensate for the quantity of water added, but this is not generally the case in this district. The chief festival for liquor is the *Bandua* festival. The *Holi* festival is not generally observed except among up-country residents.

The number of pachwai-shops has diminished. There are several pachwai-shops for which the usual license fees are paid but are never opened, the object of the licensees being solely to protect the custom of the outstill-shop they possess. The number of consumers of tari is always limited in this district.

Illicit distillation was greater during the distillery system than it is now. It has not disappeared altogether. Zemindars here are not as a rule given to drinking. Among the richer classes mahajans also are not given to drink, but many of those who are residents for purposes of trade only, or in connection with Government service or some profession, occasionally get liquor distilled by materials supplied by them.

The only class which use imported liquors are Bengali residents in some employ or other. On exceptional occasions European residents get their supply from the local market. In the mofussil, on festive occasions, liquor is supplied later than the prescribed hours, but not in

Manbhoom.

towns. In the mofussil grain and other produce are taken in exchange for liquor, which is not sold on credit. The mass of the people addicted to drinking had never much morality to boast of; they are neither better nor worse now in that respect. Some of the trading classes are likely to be affected later on.

The means by which consumption of country spirits can be limited seem to be (1) limiting the number of shops, one for a radius of not less than five miles; (2) limiting the capacity of stills, which should in no case exceed 15 gallons or a maund and a half (equivalent to a working capacity of about five gallons or 20 seers); (3) limiting the hours of distillation, say to 9 hours in a day; (4) compelling the use of stills of clay only, which yield less and can be worked a less number of times than metal stills, or those made partly of metal and partly of clay; (5) placing the license fees within certain limits. The effect of a low license fee is to cheapen liquor; the effect of a too high fee is to induce the vendors to produce the largest quantity they can and resort to objectionable devices in order to get rid of their stock, such as selling on credit or in barter for goods, out of hours, &c.

It being assumed that the consumption of liquor to a certain extent cannot be avoided, there are no evils which call for special action. The present system acts as well as any other, and with the restrictions suggested above is likely to be as good as any other. There are no local bodies fit for the duties enumerated.

Statement of Baboo Kali Prasanna Sarkar, Sub-Divisional Officer, Govindpore.

I AM not an inhabitant of this district. I have been residing in Govindpore for the last two years.

As a Deputy Collector serving the Government for the last 16 years, I was well acquainted with the sudder distillery system, and also know how the present outstill system is now working.

There can be but one opinion as to the marked increase of drinking, especially amongst the lower classes of the people in this sub-division under the present outstill system, which was introduced here in 1878. This fact will be apparent even to a superficial observer—(1) from the marked increase of Government revenue from country spirits which has taken place from 1878, since the system was first introduced, and (2) from the marked increase in the number of shops for the sale of country liquor. To support my above statements by stern facts, I append in the margin tabular statistics showing this increase in the Government revenue as well as in the number of shops.

A comparative statement showing the increase in Government revenue and number of shops under the outstill system in the Govindpore sub-division.

Number of shops under the sudder distillery system in the sub-division.	Number of shops under the outstill system as settled in April 1884.	Annual Government revenue under the sudder distillery system.	Annual Government revenue under the outstill system.
		Rs. A. P.	Rs.
12	37	1875-76 ... 2,578 12 0 1876-77 ... 2,665 9 9 1877-78 ... 2,857 4 0	1878-79 ... 3,454 1879-80 ... 7,057 1880-81 ... 13,170 1881-82 ... 17,030 1882-83 ... 18,141 1883-84 ... 28,293

From the figures given it will be seen that the shops have increased from 12 to 37, *i.e.*, they have more than trebled under the outstill system. One remarkable feature in this increase deserves more than a passing notice. Of the 12 shops under the sudder distillery system, ten were located on the Grand Trunk Road, which passes through the sub-division from east to west, and the remaining two were situated in the interior of the sub-division. Under the outstill system there are only eight shops on the Grand Trunk Road, whereas in the interior there are 29 shops. It need scarcely be said that the shops on the Grand Trunk Road are chiefly intended for travellers passing up and down the road, whereas those in the interior are mainly used by the rural population. Shops used by a roving population cannot be productive of so much injury as those used by a settled population. The latter produce habits of drinking, while occasional drinking during the course of a journey, induced by fatigue and overwork, may not necessarily create habits of drinking. If proof is wanted of an increase in drinking, the above fact that in place of two shops there have been 29 shops in the interior will prove that drinking is rapidly increasing amongst the settled rural population of this sub-division. Amongst the illiterate and improvident people of this sub-division physical, moral, or religious considerations do not deter a man from drinking, but want of facilities in procuring the drink and its high price may prevent him from acquiring habits of drinking. In fact, under the sudder distillery system the two checks above referred to produced a very salutary effect, and prevented the spread of drunkenness amongst the peasantry; but under the outstill system these checks have been withdrawn, and while by the establishment of outstills at each considerable village the people are being induced to be intemperate and immoral, unrestricted distillation without any sort of check in the manufacture of the liquor has enabled the vendor to offer the article at the lowest possible price. Under the sudder distillery system an account of the quantity distilled was kept, the strength and quality of the liquors were tested and examined, and a bottle of country spirits could not be had for less than annas 8. But mark the change under the outstill system. No account of distillation is kept by the authorities, a misleading,

and therefore worse than useless, account is kept by the vendor; no steps taken to examine the quality or test the strength of spirits, and a bottle of liquor can now be had for almost nothing—say 3 or 4 pice. People, however sober and conservative they may be, must necessarily feel the pernicious effects of such a faulty system, which, if maintained in full swing for a further decade, will make temperance and sobriety amongst the Bengal peasantry, for which they are remarkable from time immemorial, a thing of the past. People who support this system urge that it has brought to the surface what was hidden below, and that the outstill system has exposed and legalized with a return of increased Government revenue what was illicit and spurious with a loss of Government income under the sudder distillery system. This is a statement which must be taken with large modifications. Illicit distillation, sale, and possession of country spirits must continue more or less under all systems of monopoly. Even under the present outstill system, which has offered the greatest freedom in manufacturing the liquor, cases of illegal sale, manufacture, and possession are not unfrequent. There would always be a small class of men whose profession is smuggling, and it is no argument to say that unrestrained distillation is to be permitted only with a view to prevent the smugglers from doing any mischief. On the contrary, the duty of a paternal Government, ever watching over the well-being of a great nation entrusted to its charge, is not only to prevent the spread of intoxication amongst the people, but by diligent and active means to reclaim those who have already acquired the habits of drinking, and to stamp out smuggling from the face of the country by strong and coercive measures.

If further convincing proof is needed to demonstrate the vast increase in drinking which has recently taken place under the outstill system, a glance at the revenue figures appended above will be more than sufficient. Under the sudder distillery system the annual revenue from the consumption of country spirits in the sub-division never exceeded Rs. 2,857-4, but under the outstill system this revenue has come up to such a large figure as Rs. 28,293. To maintain that this increase merely covers the illicit practices under the sudder distillery system and does not demonstrate a *real* increase in drinking is worse than unreason.

It is difficult to specify the classes of the people amongst whom the increase has taken place, as the increase is general and has affected almost all the classes more or less. A marked increase is apparent amongst the landless classes, men who earn an uncertain and precarious livelihood on daily wages, and who in all countries are the most improvident of all men. Mussulmans and cultivators, who under the distillery system scrupulously avoided drinking, have, I understand, taken to drink. But more on this point under question.

School-boys in this sub-division do not drink, but amongst domestic servants, agriculturists, day-labourers, and Sonthal women drinking is increasing. The vice is general amongst the day-labourers and domestic servants, and it will be difficult to find out a man of these two classes who does not drink. But this cannot be said of agriculturists, who as a body continue sober, but I know instances of drinking even amongst these men. As regards women, my information is that drinking is gradually increasing amongst the lower classes, namely Bauris, Doms, Hari, &c.

Under the sudder distillery system drinking was almost unknown amongst the Mussulmans and agriculturists of this sub-division, but since the development of the outstill system and the introduction of liquor-shops in villages where the use of country spirits was unknown, these remarkably sober classes of men have, I understand, commenced to drink; and this is a fact which need not surprise the supporters of the outstill system, for it is not in the nature of man to withstand for any considerable time the temptation of drinking when it tries him every day at his very door, and offers him drink for a mere song. But this mischief has only commenced, and if this system be now put a stop to, these two important sections of the community may yet be saved. I have not words in my command to describe sufficiently the misery and poverty which the outstill system has already produced amongst the day-labourers of the sub-division. The present generation of these men have acquired the habit of drinking to such an extent that it will be a hard task to reclaim them, even if a change of system be now made.

The cause of increase is the facilities which the system affords, viz. cheap liquor and too many places of vend,—temptations which the people are unable to withstand.

The last five years were generally prosperous in the sub-division. By prosperity I do not mean *improvement* in the material condition of the people, but only fair crops and easy prices. This prosperity has not a whit advanced the condition of the peasantry or the landless classes. The easy prices have badly affected the condition of the peasantry, while, on the other hand, the condition of the day-labourers continues as bad as it was a decade back, as the scale of their wages remains unchanged, namely 2 annas for an adult man, 1½ anna for an adult woman, and 1 anna for children. It can easily be conceived how the condition of the day-labourers can improve so long as the above scale of wages, hardly sufficient to make two ends meet, remains unchanged. I therefore say that fair crops have not improved the condition of the people; and as there has been no improvement, the increase in drinking cannot be attributed to any prosperity amongst the people. A pice of the people's earnings expended on drinking does not represent a margin which they can well spare, but it represents the value of so much food which they are in need of; and it is therefore that extravagance at an outstill means starvation to the person who may unfortunately and blindly indulge in it.

Under the sudder distillery system the retail price of a quart bottle of liquor ranged between annas 12 and annas 8, whereas it now ranges between annas 4 and 3 pice.

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The liquor consumed under the sudder distillery system was generally stronger than the liquor now sold.

I am of opinion that the liquor distilled in outstills is more injurious to health than that which used to be distilled in the sudder distilleries, and the reason is obvious. Under the sudder distillery system a regular inspection and examination of the liquor used to be made by responsible officers, and the number of shops for sale was much less than what it is now; supervision by the excise agency was much more vigilant, and prevented adulteration afterwards. But under the present system there is almost a total absence of supervision as regards the manufacture of the liquor, the idea being, both amongst the people and the excise subordinates, that no interference whatever is to be made in this respect. I am informed that the outstill holders are in the habit of using dhatura seed and bakar * * * &c. in the adulteration and preparation of the liquor with a view to increase its potency of intoxication. On one occasion when a *kalsi* of outstill liquor was brought before me by the police in a case of illegal possession, I found in it one or two dhatura fruits. I have not heard of any such practices taking place on the occasion of holi or other festivals.

The consumption of tari and pachwai has considerably diminished in the sub-division since the outstill system was introduced. I for one hold the belief that illicit distillation and sale cannot disappear under any system, however lenient or unrestricted it might be. They are a natural sequence in all monopolies. They existed under the sudder distillery system and they exist even now, although it seems to me that the temptation under the present system being comparatively less, cases of illicit distillation are few and far between.

In this sub-division zemindars and rich men, with a few exceptions, do not drink. But I have heard, in one case at least, that a man of the gentry class used to get liquor manufactured from an outstill from goat's flesh. Amongst the zemindar and rich men (money-lenders generally) the vice of drinking has not yet appeared; but drinking seems to increase amongst the gentry.

I believe it is easy to bribe the vendors to sell liquor during forbidden hours. Such cases are not unfrequent. The outstillers are in the habit of supplying liquor in exchange for mohwa, wood, grain, lac, ornaments, clothes, &c. Credit sales are also not unknown.

Briefly, the moral effect of the outstill system is ruinous to the people. Sonthals as a class, both men and women, are daily becoming more intemperate, immoral, improvident, and poor. About 80 per cent. of the day-labourers visit the outstills, where they squander their humble earnings, leaving their poor wives and children to starve and die. A visit to their cottages at candle-light, especially on Saturdays, Sundays, and occasions of holidays (পার্ব্ব), which are of frequent occurrence, will rend the heart of the most staunch supporter of the outstill system. The Commission will impress their names in the heart of the nation, now already fallen and degenerate, if by their exertions a stop is put to the outstil system,—a system which has no doubt increased the Government revenue, but at a cost of which I shudder to think. It is a stain on the excise administration of the country, and the sooner it is wiped away the better for the people and the Government.

In this sub-division the words *material prosperity* can hardly be applied to the mass of the people. The chief elements of the population are the peasantry and day-labourers. The zemindars, money-lenders, and the middle class are comparatively few. It is undeniable that under the British Government the latter have flourished and have been much benefited, but the mass of the people still continue in abject poverty. Drinking will increase the poverty, and make them more immoral and improvident. Already the Sonthals and day-labourers are feeling the bad effects of the outstill system, and their present condition has been much injuriously affected by habits of drinking. The Sonthals consume rice-beer (handia) in addition to liquor. I have already urged on the authorities the necessity of withdrawing the permission under which the Sonthals are allowed to manufacture rice-beer on occasions of festivals without paying any fees.

Considering the injury which the outstill system has done, I am decidedly of opinion that the system should be abolished at once and the sudder distillery system should be re-introduced. It will be necessary to limit the number of shops and to raise the price of liquor. As a necessary consequence the price of liquor will increase considerably with the return of the sudder distillery system. At the first stage of transition cases of smuggling and illicit distillation will as a matter of course become more frequent, but it will not be a very difficult task to stamp out the malpractices by organizing a strong and vigilant detective police. There will be a considerable loss of Government revenue, but the gain to the country will be incalculable. If, however, the Commission do not find its way to recommend the entire abolition of the outstill system, the latter may be prevented from being intolerable and productive of serious injury to the people by the introduction of certain modifications of the following nature:—

(I)—To limit the number of shops to a low figure and on selected sites.

(II)—To increase the upset price and to fix a certain graduated scale, say—

Class	I	...	...	Above Rs. 200	per mensem.
„	II	...	...	„ 200	ditto.
„	III	...	...	„ 100	ditto.
„	IV	...	...	„ 50	ditto.

The advantage of the system will be twofold:—

1*st*—It will not decrease the Government revenue to any appreciable extent.

2*nd*—It will raise the price of liquor.

Statement of Baboo Ganga Nand Mukerji, Deputy Magistrate and Deputy Collector, Purulia.

HAVING been called upon to state my views in connection with certain complaints that have been raised from time to time against the present outstill system, I proceed to state below what I know to be the actual state of things, both when the distillery system was prevalent and the present outstill system is working. The point upon which my opinion is sought is whether the introduction of the outstill system has led to an increase of drunkenness; and if so, whether the present system ought to be entirely dispensed with and the old sudder distillery system restored. In passing an opinion on this point it would be better to deal with the broad features of the two systems and their effects over the manners and morals of the people.

I was Excise Deputy Collector of Manbhoom in 1867, and of Hazaribagh from 1868 to 1872. During the whole period of my incumbency as Excise Deputy Collector the distillery system was in vogue. My experience of the working of the system has led me to think that the sudder distillery system is quite unsuited to hilly and thinly-populated districts like those of Chota Nagpore. It is a fact known to all that the bulk of the population of Chota Nagpore consists of the aboriginal races, such as Sonthals, Bhoomijs, Bauris, Haris, Kurmis, Koras, Lohars, Doms, &c., among whom drinking prevails to an extent that may be considered as a positive necessity. In fact, liquor forms one of the offerings to their gods and godesses. It is offered to their forefathers at the time of Shradhas, and it is introduced in every religious festivity. Such being the case, it is unreasonable to suppose that the introduction of any other sort of system would put a stop to or check their drinking propensities. In my opinion education is the only remedy that can check them.

If we want to put a stop to the progress of drinking by the re-introduction of the distillery system, the people must have recourse either to illicit distillation or to the smoking of ganja, a worse stimulant, on account of high prices of country spirits. As a License-tax Deputy Collector I had frequent occasions to be in the mofussil during the greater portion of the above period, and from my personal experience I am in a position to say that a large mass of the drinking class had then recourse to ganja-smoking, being quite unable to secure liquor at high prices that then prevailed. I frequently noticed my palky-bearers smoking ganja when halting in any place, and curse Government for introducing what they called "the gallon system."

Having been in charge of the Excise Department for so many years, I found on enquiry that illicit distillation prevailed to a great extent at that time, and that not even one-eighth of such distillation could be detected owing to their situation in inaccessible parts of the country, and also to the combination of the owners and chowkidars of the villages with the distillers, the former being interested in the cause in order to oblige his servants and *kamias*, who cannot do without some sort of stimulant, and the latter being themselves drinkers, and, lastly, on account of the lax supervision of the police and excise-officers.

But while giving an opinion that the sudder distillery system is unsuited for the reasons detailed above, I cannot help thinking that drinking has increased to a certain extent among the lower classes of people by the introduction of the outstill system,—

(1) On account of the cheapness of the price of liquor and weak strength of that article;

(2) On account of the general prosperity of the people arrived at by rich harvest during a succession of years;

(3) On account of the proximity of sites of the shops, and their situation at places within an easy reach of the people;

(4) On account of large quantities of liquor being always left in the stock of the vendors.

But although drinking has increased, I cannot say there has been any perceptible increase of drunkenness. I attended many marriages and other festivities among the drinking class of people and saw drinking actually going on among them, but I could find very few instances in which persons were found in a state of drunkenness. This shows that the liquor distilled in our stills is of a very weak strength. I have heard many Bauris say that even two or three bottles of country spirits of the present day do not produce such an intoxicating effect as a bottle of the old time did.

My opinion is that the present system has not produced any serious evils up to this time; but considering the increased propensity of the people to drink, I would recommend that precautions be taken against further increase of drinking by framing some rules

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that might deter the vendors from selling large quantities of liquor in a day. The rules which ought in my opinion to be framed are with regard to the following points:—

(1) The capacities of stills ought to be regulated.

(2) The time for opening a shop for sale of spirits ought to be shortened—say, from 7 a.m. to 8 p.m.

(3) The time for distilling ought also to be shortened.

(4) The distance of one shop from another ought to be regulated.

(5) The shop should be removed a little away from the roadside—say, half a mile at most, to prevent temptation among the non-drinkers.

Statement of Mr. Uffmann, Missionary, Purulia.

I AM not an inhabitant of the district, but have been residing here for upwards of 17 years. I have some experience with regard to the outstill system and not the sudder distillery one. My opinion on the former point is this, that it is one of the worst system that a Christian Government could ever introduce amongst the people, whose sole prosperity entirely depends upon them.

I have reason to suppose that drinking has excessively increased during the course of the last ten years. The increase is solely attributable to the outstill system, owing to the present number of shops having been enormously increased within the last five or six years. It has been introduced amongst the Brahmans, Kayasths, Baishnubs, Rajputs, Tamulis, Moyras, Telis, Chhutars, &c., who were not in the habit of drinking before, but who, since the introduction of the present system, have become great drunkards.

Drinking has increased amongst the domestic servants, agriculturists, day-labourers, and even amongst women. Here I must also mention that children whose age is only two years have also been addicted to it. The Brahmans, Kayasths, Baidyas, Baishnubs, Rajputs, Moyras, Telis, and Chhutars, who would not to drink before, when the sudder distillery system was in force, have now acquired the habit of drinking. My reason for the increase of drunkenness is attributable to the temptation given to the villagers by allowing them to have a large number of shops at very little distance from each other.

The last five years have on the whole proved prosperous in this district. It is sure that the good state of the crops had affected much the consumption of liquor during the past five years. The retail prices of country spirits under the sudder distillery system are not positively known to me, while those current for the outstill liquor, as I have been told, vary from eight annas to one anna a bottle. The liquor used by the people during the sudder distillery period was not in any way stronger than it is now, being at present made out of the same materials as before.

I have reason to think that the liquor prepared in the outstills is more injurious to health than that which was prepared in the sudder distillery. I have also reason to believe that *dhatura*, tobacco, and similar other poisonous substances are used in the preparation of country spirit. I have not heard anything about the practice of such a kind of preparation at the time of the *Holi* or any other festival.

I think that, since the introduction of the outstill system the consumption of *tari* and *pachwai* has diminished to a great extent. There was illicit distillation before, but so far as I have heard it has now disappeared for fear of the persons so doing being liable to punishment.

I do not know whether zemindars and other rich people get their liquor manufactured at outstills from their own materials. I cannot say anything whether or not the outstill system has increased drinking among the upper classes. The higher classes of men here, as I have been informed, use imported liquor to a certain extent.

I have been told that liquor can be obtained at any time from the outstills during the hours at which they are closed. I know the holders of outstills supply liquor in exchange for goods, such as paddy, rice, clothes, vessels, ornaments, &c. They also sell on credit sometimes to the amount of Rs. 50, and in some cases more or less, for which they take away the cattle of the debtors when they are not paid in cash.

People addicted to drinking generally sell off their property, quarrel with their families and others, beat their wives and children, and lose every kind of precious thing, till at last they become extremely poor—thieves and whoremongers.

The material prosperity of the Sonthals, Bhuiyas, and other aboriginal classes has been injuriously affected by the habit of drinking, most of whom are ruined by contracting heavy debts for it. I am not aware if there is any consumption either of country spirit or of any other liquor.

I beg to suggest that the old system be introduced by abolishing the present outstill system, or, if this cannot be done, the number of outstill shops at present existing be reduced to a great number by allowing them to remain at a great and formal distance from each other, as well as by taxing them with a very heavy amount.

Statement of Revd. A. Campbell, Missionary, Free Church of Scotland.

I RESIDED about eight years in Hazaribagh district, and have been nearly five years in Manbhoom. I have no special experience of the working of the sudder distillery and outstill systems, as I have never been in any way connected with them, but I know the distinction which exists between them, and have long watched, as an outsider, the working of both.

I am of opinion that drinking has increased of late years, and to a considerable extent. This increase has taken place among the lower classes of agriculturists and day-labourers, and especially among the pure and semi-Hindus and aborigines. My opinion is grounded upon personal observation and careful investigation. My duties as a missionary of the Free Church of Scotland require me to visit the people in their villages and in their homes, and in this way I come repeatedly in contact with the same people over a large extent of country.

Drinking has to a large extent increased among the lower classes of agriculturists and day-labourers. The following classes have not in this district, so far as my knowledge goes, been affected, viz., school-boys, domestic servants, the higher classes of agriculturists, and women.

I am unable to point to any change in the classes of those who drank previously to the introduction of the outstill system and those who drink at present. The increase in drunkenness is in my opinion to be largely attributed to the cheapness of the liquor supplied at the outstills and the increased facilities which these outstills afford for procuring it.

The last five years have on the whole been fairly prosperous. I have no doubt but that it has to some extent affected the consumption of liquor. Prices current for outstill liquor are 2 annas a pint first quality; diluted liquor from 1 anna to 1½ anna for the same quantity.

I am of opinion that the sudder distillery liquor was stronger. The impression seems to be general that the liquor supplied now is more injurious than it used to be. I am inclined to ascribe it to over distillation and to the substances used in preparation of the country spirit. The bark of the following trees is used to promote fermentation in the mohwa, viz., phyllanthus emblica, terminalia belerica, shorea robusta, and terminalia tomentosa, also the leaves of the artocarpus integrifolia. Samples of each I shall forward if required to do so. It is commonly reported that country spirit is adulterated with dhatura, but all the knowledge I have of it is what the people themselves say.

The consumption of tari and pachwai has not diminished since the introduction of the outstill system. I have no knowledge of illicit distillation before the introduction of outstills. There is at present no illicit distillation that I know of. So far as my knowledge goes, I do not know of any zemindar of rich people getting their liquor prepared at outstills from their own meterials.

As far as I know, the introduction of the outstill system has not led to an increase in drinking among the upper classes. Grain and mohwa, from which the liquor is distilled, are taken in exchange for liquor at outstills. Liquor is sold on credit. So far as my experience goes, increased drunkenness is accompanied with increased immorality, and has injuriously affected marriage relations. Drunkenness and licentiousness go together, and I believe that the latter has greatly increased of late.

I am not prepared to say that as a whole any class has become poorer by the habit of drinking; large numbers of individuals of the drinking classes have, and the number seems to be on the increase. A large proportion of those classes who drink are almost always on the verge of starvation, so that it is scarcely possible for them to become worse; but I have no doubt but that their material prosperity is retarded, if not rendered impossible, by their drinking habits. Those to whom I refer consume country spirit.

The price of country spirits should be considerably raised, say 100 per cent., by setting a higher upset price on each outstill, and the capacity of the still used should also be limited. One man should not be allowed to hold more than one license, and subletting should be discontinued. Villagers should also be allowed to object to a still being set up in their village. The ingredients to be used to promote fermentation should be indicated for each district, and should consist of such harmless substances as the district produces. A stringent rule should be made against grain, mohwa, or any other articles being taken in exchange for liquor. Private persons should be invited to co-operate with the authorities in seeing that the rules are not infringed I always make it a point to look in on any outstill which I may pass, and even go the length of demanding a sight of the book in which the quantity made and sold during the day, and in stock at its close, are entered, and I invariably find the utmost irregularity in keeping it. I came across one instance where during a period of six weeks not one single entry had been made.

The outstill system if properly regulated should do no more harm than that of the sudder distillery, and as there is at present no probability of the manufacture of liquor being entirely prohibited, I think with proper regulation the outstill system might be continued. I would suggest that the inhabitants of a village be allowed to object to a still being set up in their midst. In the part of Manbhoom in which I reside there are no local bodies to whom the selection of sites for liquor-shops could be entrusted. Should any committee under the new Local Self-Government Act be formed in such districts as this, it might, I think, with safety be entrusted to recommend sites for liquor-shops. Further than this I could not go until I knew the composition of the committee. I have always found the local officials ready, so far as in their power, to give affect to any well-grounded representation.

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There still remains matter of much importance to which I wish to direct the attention of the Commission. The Sonthals enjoy the privilege of manufacturing a kind of beer from rice and other grains, and it is a noteworthy fact that in this part of the country outstills are most numerous in tracts inhabited by them. In this way they are exposed to a double temptation to drink, and consequently they suffer more than others. I have never been able to understand why Sonthals should be accorded this questionable privilege and other castes denied it, and I am of opinion that the present would be a good opportunity to do away with this anomaly. They should be treated in this matter the same as others are, and until it is so the efforts made to elevate them as a race can only partially succeed. All their religious ceremonies can be conducted without liquor, as it is in no way essential to a due performance of them. Seeing that liquor-shops cannot be entirely suppressed, I would suggest that the privilege to manufacture *handi* or *pachwai* be taken away from the Sonthals, or at least that they only be allowed to manufacture it once a year, at their great harvest festival, the Sohrai.

EVIDENCE OF WITNESSES IN THE BURDWAN DIVISION.

DISTRICT BURDWAN.

Note by Mr. Beames, Commissioner of the Burdwan Division.

THE outstill system is now in force in all the districts of the Burdwan Division with the exception of the Sudder, Howrah, and Serampore sub-divisions in Hooghly, exclusive of the Howrah Municipality, which is under the Collector of Calcutta. In this excepted area the central distillery system prevails. It was at first intended to bring the whole of the Hooghly district under the outstill system, not because of the intrinsic suitability of that system to the circumstances and requirements of the district, but because experience has shown that the fixed duty system cannot co-exist with the outstill system which prevails on the other side of the Hooghly, in the jurisdiction of the 24-Pergunnahs.

2. Being conducted on quite different principles, the two systems cannot work side by side. The liquor manufactured at an outstill is weak and cheap, and undersells that produced at a central distillery, which is more costly. A bottle of outstill liquor sells from 4 to 8 annas, while the same quantity, the produce of a central distillery, would cost from 12 annas to Re. 1. This has been ascertained from the present excise darogah of the Hooghly abkary division. This circumstance affords a strong temptation to smuggling. Even if this could be prevented, which is practically impossible, we cannot prevent people from crossing over and taking their liquor there, which is probably the case with many who daily cross and recross the river for work in the Gourepore and other mills.

3. In this view of the case I, when Collector of Hooghly, recommended in 1881 the extension of the outstill system to the district of Hooghly, but after some correspondence the Board disallowed the proposal on the ground that the excise revenue of Calcutta and the suburbs might be injuriously affected by the change.

4. On a subsequent representation by the Deputy Collector in charge of excise, Howrah, complaining of the injury to the excise revenue of that district consequent on the introduction of cheap outstill liquor of 24-Pergunnahs into that district, in submitting this representation to the Board I made the following observations:—"There seems to be very much weight in the argument that if outstills are not allowed in Hooghly and Howrah on account of their proximity to Calcutta they should also be not allowed in the 24-Pergunnahs, which is nearer still, or, to put in another way, if the Board see no harm in having outstills so close to Calcutta as Atchipore and Budge-Budge and other places in the 24-Pergunnahs, there cannot be any harm in having them further off across the river, in Howrah and Hooghly. The present conflict of systems affects the districts of this Division so seriously that I consider it necessary to bring this matter again to the notice of the Board."

5. This correspondence resulted in a certain specific area being allotted to each excise division of the district within which no liquor not distilled at the central distillery concerned might be introduced without a pass from the Collector under section 9 of Act VII (B.C.) of 1878.

6. In this Office resolution on Return No. VA for the district of Hooghly for the month of September 1881 it was remarked that some of the outlet country spiritshops could not be settled in consequence of the competition of the outstills in the districts of the 24-Pergunnahs and Burdwan. The Board on this asked for a special report proposing any change in the excise system obtaining in the district of Hooghly which might be necessary. This opportunity was availed of, and the difficulties attending the working of the distillery system side by side with the outstill system were again strongly represented. In submitting his report the Collector remarked that the former system is perhaps better suited to a densely populated and wealthy country; but what we are concerned with are facts, not principles. The outstill system is now firmly established in all the surrounding districts, and experience has shown that the two systems cannot co-exist. The distillery system, which is the weaker of the two, must go to the wall.

7. Proposals were submitted to the Board a third time to introduce the outstill system into Hooghly, but it was thought inexpedient to extend the system to this district, as being opposed to the policy of Government. It was pointed out that the provisions of section 58, Act VII (B.C.) of 1878, as amended by section 7 of Act IV (B.C.) of 1881, which interdicts the introduction of outstill liquor into the distillery area without a special pass from the Collector, will in future protect the interests of the sudder distillery vendors. But, as pointed out above, this provision of the law will not prevent people from going across the river and drinking their liquor in the outstill area. This, it is apprehended, prevails at present to some extent; and with the gradual introduction of mills and other industries on the other side of the river, where much land is still available for such purposes, the influx of labour from our side will be great, and the loss to our revenue can well be imagined.

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8. The temptation to introduce the cheap outstill liquor into sudder distillery area is so very great, and the opportunity so vast, that nothing short of the entertainment of an army of peons under the supervision of active and intelligent officers can stamp out the evil. Ingenious devices are resorted to to transport contraband liquor. The more strict the laws are made, the greater ingenuity is displayed in devising plans to transgress them. The following instance deserves mention; it was reported from Hooghly:—

On the morning of the 21st January 1882 the head-constable in charge of the river police saw two persons dressed like Baboos landing on a chur close to French Chandernagore and looking on all sides to see if anybody was pursuing them. The head-constable's boat being close by he gave chase and arrested them with the assistance of one of his manjhis. Both these men wore shirts; they stretched out their arms, shook their clothes, and said they had nothing with them, but on taking up the shirts the head-constable found their cases firmly tied to their bodies by thick white tape. One man had two cases tied to each side of his body, and the other only one, but long enough to extend over the stomach and the ribs on both sides. The two tins found on the first man were arched in shape and suited his size exactly. Each contained half a gallon of outstill liquor. The inner surface of the long tin found on the second man was smooth, while its outer surface was curved towards the extremities. The curves were made for the arms to hang down and remain in their natural position. The arms fitted into the two curves so nicely that it was impossible for a casual observer to suspect that there was anything between them and the ribs. The single tin contained one gallon of liquor. The accused confessed that they had been carrying on this lucrative trade for some time before their arrest. They said that they purchased each bottle for 5½ annas at Naihatty and sold it in Chinsurah for 14 annas.

9. The profit derived from the business is so great that in spite of the severe measures taken against smuggling it is almost hopeless to prevent it.

10. The difficulties noticed above remain to this day, and with the opening of the Kanoknara mills, opposite Chinsurah, they will be enhanced. The safety of the excise revenue of Hooghly requires that either the outstill system should be introduced into it, or that the central distillery system be introduced into the districts of Nuddea and 24-Pergunnahs.

Statement of T. E. Coxhead, Esq., Magistrate and Collector.

I HAVE been a resident here since the middle of December last. Since the beginning of 1867, when I was first put in charge of a sub-division, I have had constant excise experience.

I have only been in charge of Burdwan for some four months; so I cannot speak from personal experience whether drinking has increased in this district. It is a matter of universal belief that drinking has increased in this district of late years. In the city of Burdwan in 1880-81, the last year of the sudder distillary system, the consumption of country spirits was 2,168 gallons; in 1883-84 it rose to 22,150 gallons, *i.e.*, more than tenfold. At the same time it will be remembered that the liquor manufactured under the sudder distillery system was much stronger most of it than what now is generally used.

It is among the lower so called semi-original castes that the increase has taken place. I do not think there has been any appreciable increase among the better classes. I do not believe school-boys drink, nor has there been any appreciable increaase among public women, domestic servants, or Mussulman cultivators. Bowris, Morhis, Doms, Bagdis, Haris, Mehters, are the classes among which the increase has principally taken place.

I do not think that people belonging to classes which did not drink while the sudder distillery system was in force have now acquired the habit of drinking. There is said to have been some increase of drunkenness, but as the liquor now used is weaker than that formerly drunk, drunkenness has not increased ratably with drinking. What increase of drunkenness there has been is to be attributed to the increase in drinking, the cause of which is the present cheapness of liquor.

From 1879-80 to 1881-82 the years were prosperous. The outstill system has begun in a prosperous year, which naturally favoured the operation under it. The last two years have not been prosperous, but there has not been a corresponding decrease of drinking, habits having been formed and confirmed.

Under the sudder distillery system the ordinary price of a quart bottle was twelve or fourteen annas. Under the outstill system the ordinary price of a quart bottle varies from two to eight annas. The liquor consumed by the people under the sudder distillery system was stronger than it is now. I have no reason to think that the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries. *Dhatura* and other hurtful materials are not used after distillation in this district, I believe. Before distillation a compound called *bakar* is mixed with the raw materials. In this compound noxious substances like dhatura, a *plumbago rosea*, and the root of *nerium ordarum* sometimes find a place. Other components of this, like anisi, coriander, pepper, &c., are not injurious.

I think the consumption of tari and pachwai has diminished since the introduction of the outstill system. There used to be cases of illicit distillation of spirits under the sudder distillery system; the practice has now almost entirely disappeared. As far as I can learn, zemindars and other people of the richer classes do not get liquor manufactured at the

outstills from materials supplied by them to the vendors. The outstill system has not led to any increase in drinking among the upper classes. It is difficult to say to what extent higher classes use imported spirits. I do not think the consumption has increased of late years.

I have no doubt that the rules are infringed sometimes and liquor obtained from outstills at prohibited hours. The holders of outstills do not largely supply liquor in exchange for goods, such as grain, ornaments, &c. There may occur a few cases. They often sell to regular customers I think on short credit. I do not think increase in drinking has led to any appreciable increase in serious crime.

I do not think that the habit of drinking prevalent in any class has interfered with prosperity. Money spent on drink would not, had it not been so spent, have been employed in a manner favourable to the growth of prosperity, nor do I think that the habit of drinking has prevented any increase in the earnings of any class.

I would not attempt to limit the consumption of country spirits by any measures which would tend to make liquor dearer or more difficult to be obtained. I would not substitute any system for the present outstill one. I can write more fully on this point if a more detailed expression of opinion is required. I would certainly wait to see how these local bodies are constituted, and how they work before entrusting to them such further responsibility.

Statement of Baboo Loke Nath Ghose, Honorary Magistrate, Raneegunge.

I HAVE been a resident of this place for the last 30 years. I do not know anything about the sudder distillery or outstill system.

Drinking has increased to a great extent among all classes owing to the cheap price of the country spirit.

Drinking has increased among school-boys (those that have left the school), domestic servants, women, and day-labourers to a great extent; it also prevails among the agriculturists to a certain extent. When the sudder distillery system was in force, the upper classes of the people, now acquiring the habit of drinking, were not in the habit of drinking. There has been an increase of drunkenness owing to the cheapness in price of the country spirit.

The last five years were years of good harvest, and this has increased the consumption of country spirit. Under the sudder distillery system the retail prices of country spirits per bottle varied from 12 to 4 annas; under the outstill system the liquor is sold from 6 to 1 anna a bottle.

The sudder distillery liquor was stronger than the outstill liquor. Since the introduction of the outstill system the consumption of *tari* and *pachwai* has much diminished. I know nothing of the existence of illicit distillation before the introduction of the outstill system.

No one ever gets liquor manufactured at outstills from materials supplied by him. The introduction of the outstill system has increased the habit of drinking among the upper classes. The higher classes of people use imported spirits in a moderate degree.

Liquor cannot be had from the outstills when closed under the law and rules. The outstill-holders never supply liquor in exchange for goods or grain or ornaments, nor do they sell it on credit.

The habit of drinking has demoralised the people. The material prosperity of the higher classes has been injuriously affected by the habit of drinking; they formerly were not in the habit of drinking.

Statement of Baboo Anand Chandra Mukerji, Raneegunge.

I HAVE been a resident in this part of the country for a period of more than 20 years. My knowledge of the working of both sudder distillery and outstill systems is very imperfect. The only experience I have of it is simply this. Before the introduction of the outstill system the dealers of country liquor were compelled to brew spirits under the supervision of a Government officer in a remote place of the town or village not generally frequented by the people, but under the present system they are not at all bound to do so; they can distil at their pleasure in any part of the town or village they think proper and convenient.

I have every reason to believe that during the last ten years drinking has increased in this district to a great extent among the persons of both higher and lower classes, because it is often seen that persons who were never in the habit of drinking have now turned great votaries of Bacchus. Beside this, the grog-shops become in the evening so very crowded and tumultuous that none can help thinking that drunkenness has increased to a great extent.

Drinking has to a certain extent increased among men of all classes. People of almost all the classes who never indulged in the habit of drinking when the sudder distillery system was in force have commenced to drink. I conjecture that cheapness in the price of country liquor is the only cause to which the increase of drunkenness may be attributed.

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The last five years have not at all been prosperous. Our country is rather getting poorer day by day since the last five years, and it cannot therefore in any way affect the consumption of liquor.

Under the sudder distillery system the retail prices of country spirits were from 12 annas to 4 annas a bottle, but they have been reduced to 6, 4, and 2 annas a bottle since the introduction of the outstill system. I have also heard from a most credible source that in the village where materials are very cheap a bottle of country liquor can be had for 6 copper pieces only.

It is said that the strength of the liquor has undergone no alteration under the current system; it is now the same as it was before.

I do not think that the liquor manufactured in outstills is more injurious to health than that which used to be distilled in sudder distilleries, but a rumour is afloat that *dhatura* and other poisonous substances are most frequently used by the holders of outstills to make their spirit more strong. I have never heard of any such malpractices in connection with the liquor prepared for use in the *holi* or other festivals.

Since the introduction of the outstill system the consumption of *tari* and *pachwai* has diminished to an enormous extent. The outstill system has led to an increase in drinking among the upper classes; they imported spirits to some extent. I never saw any holders of outstills exchange their liquor for grain or ornaments, &c. They sell on credit.

The habit of drinking has according to my experience much affected the morality of the persons addicted to it, because there is no such atrocious deeds as cannot be perpetrated by a man who drinks wine. The material prosperity of many of the upper classes has been injuriously affected by the habit of drinking. It has brought irrecoverable misery upon their heads. I cannot precisely say what sort of liquor they consume, but I think they use both country and imported spirits.

I can make no suggestion for limiting the consumption of country liquor, as I do not consider myself competent to do so. I can simply say that the sudder distillery system was by far better than the present one.

Statement of Baboo Nilambar Pal, Pleader, Raneeguge.

I AM a resident of this district and a permanent resident of this town for about 20 years. I have some experience of the working of the distilleries both under the present and the previous systems, and it is this—that I was for some time in the Subordinate Executive Service, although not in charge of this department.

I have very good and strong reasons to suppose that drinking has increased to an enormous extent within a few years. It is generally believed, and often found, that persons who were never habituated to liquor, and whose forefathers would shrink from its smell at a great distance, are now-a-days blind drunkards. Drinking is mostly prevalent amongst the following classes, viz. school-boys, domestic servants, agriculturists, day-labourers, and women. The increase of drunkenness is attributable mostly to the cheapness of the price of the country spirit.

The last five years has not in the least been prosperous; on the contrary, the country is getting poorer day by day, especially in consequence of the scarcity of the crops, and it cannot therefore affect the consumption of the spirits. So far as my information goes, the retail price of the country spirits now-a-days is from 2 pice to 2 or 3 annas per bottle, while it was from 6 to 12 annas formerly when the sudder distillery system was in force. As regards the strength of the liquor, it is the same now as it was before.

So far as the rumour is afloat, dhatura and other poisonous substances are more frequently used in the preparation of the liquor than before; but I am not aware of any such practices, especially in the *holi* or other festivals. I know very little of illicit distillation; the officers of the Excise Department are the best authorities on this point. As to people of the richer classes getting their liquor prepared at outstills from their own materials, I suspect some such practices prevail among the coal and other companies, under whom a good many coolies work. The outstill system has led to an increase in drinking among the upper classes; they used imported spirits formerly, but are now using the country liquor.

I know that liquor can now be obtained more easily than before. Liquor can be obtained from outstills during prohibited hours. The moral effects of drinking have proved to be very bad; those that are addicted to it are generally found to ruin themselves first, and afterwards their neighbours and others. Such men, with very few exceptions, are never capable of any good work, and can never prove themselves to be serviceable to the country in any respect. All that they can do is that they can amuse themselves at festivals and other merry occasions. Sometimes their health also is so much affected that they meet with sudden and untimely deaths; and the instances of such occurrences among very good and great men are not very few and unknown.

I am not aware that the habit of drinking has affected any class as a class, *i.e.*, all the members of the same, but it has affected to some extent almost all the classes of the population of this country, and it will continue to be so if no steps be taken to check it.

I do not think myself to be a very good and competent authority to make good suggestions in this respect. All that I can say is that drinking should somehow or other be put

a stop to, or else the country will be ruined. I may suggest only, as many in my position would do, that raising the taxation and removing the liquor-shops from open places, generally from the heart of the towns and mofussil villages, and keeping them under the control of proper officers, would not prove ineffectual. I may suggest also that some law be enacted to the effect that drinking will be allowed only in those cases in which medical men would advise it, and in which no danger is apprehended. It may be sold in dispensaries and in quantity indispensably necessary, and those that would like to drink would be required to show by the testimony of good and respectable gentlemen of the locality that it has not affected their character in any way.

Statement of Baboo Madhu Sudan Ray, Raneegunge.

I AM an inhabitant of this district. I think sudder distilleries are better than outstills. During the last ten years drinking has increased among the lower classes more than among the upper classes.

I do not think the school-boys drink. Among domestic servants only the lower orders drink. The agriculturists do not drink; but the day-labourers and some women of the low class do drink. The lower orders of people who used to drink during the sudder distillery period drink more now. Owing to the introduction of outstills drunkenness has increased.

The last five years have been good years. The retail price of country spirit during the sudder distillery period varied from 4 annas to 2 annas per quart bottle, and now it varies from 2 annas to 1 anna. I think the sudder distillery liquor was stronger than the outstill liquor.

Since the introduction of the outstill system the consumption of tari and pachwai has diminished. There was no illicit distillation before the introduction of the outstill system.

The zemindars and other rich people do not get their liquor prepared at outstills from their own materials. The introduction of the outstill system has not led to an increase of drinking among the upper classes in this district. Some of them use imported liquor, but to what extent I cannot say. Liquor is not sold at outstills during the prohibited hours, nor in exchange for grain or goods, but it is sold on credit.

Owing to the habit of drinking, the manners, customs, and morals of the drinkers have changed for the worse. The habit of drinking increases expenditure. It would be better to revert to the sudder distillery system and decrease the number of bottles to be sold to one person at a time. This will not increase illicit distillation.

Statement of Baboo Muktaram Ray, Raneegunge.

I AM an inhabitant of this district. I know so far of the sudder distillery and outstill system that under the former system liquor used to be prepared under the supervision of Government officers, and under the latter the distillers purchase the shops at auction and prepare spirits.

Owing to the comparative cheapness of the outstill liquor drinking has increased among almost all classes, especially among the lower. I have not seen any school-boys or agriculturists drinking. Drinking prevails to some extent among domestic servants. Almost all the day-labourers and a few women of the lower classes drink. Those who did not drink during the sudder distillery period have now taken to drink, especially the lower orders of the people. Owing to cheapness of liquor more people drink now than formerly, and they drink more: hence there has been an increase of drunkenness.

Owing to increased expenditure for drinking, the circumstances of the people are getting worse day by day. I do not know the retail prices of liquor, but as the sale is now more I think the price has become less than what it was before. I think the sudder distillery liquor was stronger because its price was greater. I do not see people using tari and pachwai after the introduction of the outstill.

The manners, customs, and morals of those that drink have been affected by the habit of drinking. The circumstances of all classes of people that are addicted to drinking have become worse. These people use both country spirits and imported liquor.

I would like to see some other system substituted in the place of the present system. I would also place in the hands of the educated punchayets or any association the powers of selecting the sites of shops and regulating the sale of liquor. But in conferring such powers care should be taken that Government revenue might not suffer, nor any hindrance be placed to the general improvement of the society. Care should also be taken that there be no increase in illicit distillation.

Statement of Baboo Trailokyanath Kobiraj, Raneegunge.

I AM an inhabitant of this district, and have been residing here for the last 19 years. Of the two systems, sudder distillery and outstill, the latter is worse.

Drinking has increased in this district during the last three or four years. The day-labourers formerly used to frequent the outstill only in the evening, but they now go

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there and drink as often as they get leisure. Their boys and women are also seen drinking at the outstills. Coachmen drive carriages when they are drunk. Those who were not formerly seen to drink have now taken to drinking.

School-boys are seldom seen drinking. Domestic servants did not drink formerly, but now some of them do. The agriculturists do not drink. The day-labourers do drink. Low-class women and those of bad characters do drink. Some among the middle-class men, and the women of the lower classes, who did not drink while the sudder distillery system was in force, have now taken to drink. There has been an increase of drunkenness, and cheapness of liquor is its cause.

The circumstances of the people before the last five years were good, but have of late become bad. Drinking is one of the many causes of this change for the worse. The retail price of country spirit varied from annas 8 to 6 during the sudder distillery period, but now from annas 2 to 1½ per quart bottle. I think the outstill liquor is more injurious to health than the sudder distillery liquor. It seems that certain foreign intoxicating substances are also mixed with liquor, otherwise the distillers cannot sell it so cheap; but I cannot name any particular substance.

I believe since the introduction of the outstill system the consumption of tari and pachwai has diminished. I do not think the introduction of the outstill system has led to an increase in drinking among the upper classes. They use imported wines, and very seldom country spirit. Liquor can be had from outstills during prohibited hours if more than the usual price is offered. It is sold on credit, but not bartered for grain or goods.

The manners, customs, and morals of those who drink have been affected by the habit of drinking. The material prosperity of the lower and middle classes of people have been injured by the habit of drinking; they use country spirits. I see no other means than to revert to the sudder distillery system. Certain powers may be given to impartial persons Any new system may be fraught with new evils.

Statement of Baboo Saradaprosad Mukerji, Raneegunge.

I HAVE been residing here since the last seven years. Under the sudder distillery system the wholesale vendors used to distil liquor and the retail vendors used to pay the duty and sell it, but under the outstill system the distillers manufacture and sell any quantity they like.

Since the introduction of the outstill system in 1880-81 there has been an increase in drinking. The causes of this increase are (1) the cheapness of the liquor, (2) the facility in obtaining it, and (3) the multiplication of shops. The increase has taken place mostly among the lower and middle-class people.

School-boys do not drink. Some among the domestic servants and agriculturists, and almost all the day-labourers, drink. Women of bad characters and of lower orders also drink. Those of the middle and the lower orders of the people who could not afford to pay for, and consequently did not use, liquor, because of its high price, have now, owing to its cheapness, taken to it. There has been an increase of drunkenness. The cheap price of the liquor is the cause of such an increase.

The last five years have been comparatively good years, but this has not caused any increase in drinking. Liquor that used to be sold for 3 annas under the sudder distillery system is now sold for 1 anna.

The sudder distillery liquor was stronger. The outstill liquor is injurious to health. Formerly the distillation was made under the supervision of Government officers, and stills were cleansed every day, whereas the present copper stills are not often cleansed, and they consequently contaminate the liquor. I do not know if any poisonous substances are mixed with the spirits.

Since the introduction of the outstill system the consumption of tari and pachwai has diminished. The greater number of the people of this district belong to the lower order. They used to prepare pachwai illegally, but never distilled liquor. Owing to Government supervision such illegal use of pachwai has also diminished.

The zemindars and other rich people do not get their liquor prepared at the outstills from their own materials. The higher classes of people very seldom use country spirit. They drink rum. Liquor cannot be obtained from outstills during prohibited hours. Liquor is not exchanged for goods, &c.; but where the liquor is cheap and the shop is frequented by poor coolies, it is given on credit.

The manners, customs, and morals of those that drink have been affected by the habit of drinking. The material prosperity of the lower and the middle-class people has been injured by the habit of drinking. The consumption of country spirit by persons addicted to it cannot be regulated, as they drink more and more whenever they once begin with it.

I would offer the following suggestions :—

(1) The working capacity of a still should be restricted to half a maund.
(2) The retail sale of liquor to one person at one time should be limited to three bottles.
(3) No drunkard should be allowed to have by him more than three bottles of spirits.
(4) To revert to the sudder distillery system. There is no association that will work. I would not give any powers to the punchayets.

DISTRICT HOOGHLY.

Statement of Mr. G. Toynbee, Collector.

I HAVE been in the district of Hooghly less than six months. I cannot speak with authority on any of the points raised as regards this district.

My experience of the two systems embraces a period of two years and six months (at Patna and Hooghly) of the sudder distillery system, and of about the same period of the outstill system (at Comillah).

As regards the above districts, I cannot say that there has been any perceptible increase of *drunkenness* during the last ten years, so far as my own personal observation goes, or in so far as would be shown by an increase in crime or of prosecutions in municipalities under Act V of 1861; but there is a general idea among zemindars and other well-to-do people that an increase in *drinking* has taken place within that period, chiefly among the lowest classes. This is, I think, borne out by figures of increased consumption and by the steady increase of the excise revenue. The general rise in the price of labour and of wages, with a corresponding cheapening of liquor under the outstill system has, I think, brought about this result.

I should hesitate to say that drinking has increased among agriculturists and women, but I believe it to have become yearly more and more common among the school-boys and domestic servants, and especially among day-labourers. I made some enquiries last cold season as to the increase in drinking among the mill-hands, but the managers were by no means unanimous in their opinions. Though all agreed that the grog-shops in their neighbourhood were an unmitigated nuisance, and held out inducements to drink—none could say that their factory work had been in any way impeded or inconvenienced by the drinking of their hands. Some thought that drunkenness had increased and others thought not. Opinions on this point were about equally divided, and there were no figures available to clear up the point.

I do not think that the outstill system can be charged with the increase of drinking and drunkenness. There has been a general tendency during the last ten or fifteen years to throw aside the restraints of caste and religion, but I do not think the outstill system has in any way contributed to that tendency.

Excluding 1883-84, the previous five years have been years of good seasons and general prosperity and low prices. The figures of consumption, in round numbers, for those years are given in the margin, and speak for themselves. The effect of the failure of rice crops of 1883-84 will not make itself felt on the excise revenue until the current year (1884-85).

1878-79	25,000	gals.
1879-80	27,000	„
1880-81	27,000	„
1881-82	29,000	„
1882-83	34,0 0	„
1883-84	27,954	„ (9 months).

Distillery liquor sells at annas 12 to Re. 1-4, outstill liquor at annas 2 to annas 12 per quart bottle.

I think the sudder distillery liquor was stronger, and it was consumed by fewer people. I have not heard any complaints of outstill liquor being drugged. The outstill liquor is, I should say, being weaker, less injurious than that made in sudder distilleries. More liquor being drunk under the former system, there is an increase of *drinking* without a necessary increase of *drunkenness*.

Tari and pachwai are little consumed in this district, and I do not think the introduction of the outstill system (into the Jehanabad sub-division) has in any way affected their consumption there. Nearly all the tari juice of the district is worked up into molasses. I cannot state anything with regard to the existence of illicit distillation before the introduction of the outstill system. The outstill system is only in force in the Jehanabad sub-division.

I have not heard that zemindars or other rich people get their liquor manufactured at outstills from their own materials. So far as the Jehanabad sub-division is concerned, I do not think the higher classes who drink use imported liquors almost entirely, the use of *Belati sharap* being unfortunately considered a distinction and a sign of Western civilization and progress.

I have no doubt that in the interior of the district, and in a remote sub-division like Jehanabad, liquor can be procured at all hours and at all times by the payment of a small fee or extra price. As far as I know, I do not think the holders of outstills sell liquor either on credit or in exchange for goods or grain.

The effects of drinking are, I think, the same in kind in both the higher and lower classes, viz. a weakening of the restraints of caste and religion, of family ties and those of natural affection, a tendency to lawlessness and disrespect for authority whether of Government or of parents, an increased tendency to sexual debauchery, a lowering of the intellect and of the physique, and generally of the moral tone. It is a common remark, and a somewhat curious one, that the cleverest men among the higher classes are addicted to drink, and I have noted several instances of this among Government employés.

I do not think that the increase of drinking has as yet made itself felt in this direction. That it will do so if it continues is, I think, certain, more especially as regards industrial as opposed to agricultural occupations. Even now it may be said that the hands employed in the factories spend much of their evenings in drink which might be much more usefully employed, and that the tendency of this evil is to increase.

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I would certainly place some restrictions on shops in the neighbourhood of factories and mills, even at the sacrifice of some considerable revenue. I do not think that the outstill system is so much at fault as the complete liberty given under it. I think reasonable restrictions might be imposed, and the number of stills and shops diminished. The increase of revenue should not, I think, be, as I fear it is now, the chief aim and object of the Excise Deputy Collector and the groundwork of his reputation. I certainly would not give any control over excise operations to local bodies, as I think that private feeling would operate to the exclusion of the public good, and that any such control would not be real. I would give district officers power to close shops which were found to be working injuriously, and to grant compensation, if necessary, with the Commissioner's sanction. I would decentralize the excise administration, and vest the power of control in the Commissioner rather than in the Board.

Statement of Baboo Bankim Chandra Chatterjee, Deputy Magistrate and Deputy Collector, Howrah.

I HAVE been resident here about eighteen months, with interruptions.

I have some experience of the sudder distillery system, having been Deputy Collector in charge of excise in districts where it prevailed or still prevails. I have no official experience of the outstill system. What little experience I have of it is entirely that of an outsider, and that little experience has not been acquired in this district, where there are no outstills.

I cannot speak on personal knowledge on this subject, for I was never in the district before 1881; nor are there any statistics available. Howrah in regard to excise is only a sub-division of the Hooghly district, and no separate figures for Howrah are available either in the printed reports or in the office.

Hooghly, including the district Howrah (and excluding the town of Howrah) shows a decided increase within the decade; but it does not follow from this that there has been an increase of drinking in Howrah also, for a considerable part of Hooghly is under the outstill system, while Howrah is wholly under the distillery system.

If the popular impression can be trusted, drinking is largely on the increase. My own experience of Bengal generally is that drinking is largely on the increase among the people generally and among industrial classes specially, and there are no grounds for holding that Howrah is an exception to the rule.

My experience of this district, as I have already stated, is limited, and I can only give the result of my experience generally as regards Lower Bengal. Howrah being a Metropolitan district, what is true of Lower Bengal generally must be specially true of Howrah in a matter like the present. It is true there are no outstills in Howrah, but outstills, it is my belief, form only a minor factor in the larger question of increasing intemperance.

School-boys.—I am decidedly of opinion that, whether in this district or in others, drinking has *not* increased among school-boys. I have heard the statement made that drunkenness is on the increase among this class, and I believe it to be an unfounded calumny. I can say, from a personal acquaintance with a large number of educated young men, that educated Bengalis of the younger generation are on the whole more sober and steady in their habits than their predecessors. I am aware that the opposite view finds a very wide acceptance, and is assiduously disseminated by a certain class of public writers. I have no hesitation in pronouncing it to be false. I can say this from a personal acquaintance with educated young men belonging to the middle classes, which, for reasons to which no reference is necessary here, I believe to be larger than can have fallen to the lot of those who hold the opposite view.

Domestic servants.—I have not noticed any perceptible increase of drunkenness among domestic servants. I have not heard any *bonâ fide* complaints about the increased drunkenness of domestic servants.

Agriculturists.—If by "drinking" the Commissioners understand drinking spirituous liquors, I have no reason to believe that there has been any increase of drinking among agricultural classes; but if the enquiry is intended to include the drinking of fermented liquors also, especially tari, I must say that there has been a remarkable increase of drinking habits among the agricultural classes, in this district at least, within the last ten years. The fact is of great interest as bearing on the outstill question. It goes to show that there are other and very efficient causes for the increase of drinking than the outstill system. It is necessary to support the statement by figures. The revenue derived from tari in the Hooghly and Howrah districts during the nine years preceding the last is as follows:—

	Rs.
1874-75	11,990
1875-76	13,166
1876-77	14,386
1877-78	16,562
1878-79	20,039
1879-80	20,088
1880-81	24,215
1881-82	26,089
1882-83	32,333

Figures for the year just expired are not available at present, but those for the preceding nine years are enough to show that the revenue from tari has nearly trebled itself during the last decade. Now tari is an article the increase in the revenue from which cannot be accounted for except on the supposition of an increase in the consumption. It pays no duty according to the quantity consumed, so that it is not in the power of the Excise Department to increase the revenue by increasing the duty. The general rise in prices would no doubt account for a certain small amount of increase, but not for the very large increase which has actually taken place here. Tari is mainly consumed by the agricultural classes, and therefore increased consumption of tari means increased drinking habits among agricultural classes.

Day-labourers.—There is a wide difference in many important particulars between day-labourers in towns and those in the cauntry. The agricultural day-labourer is generally sober, or indulges in moderate tari-drinking, according to the extent of his means. The town coolie is generally a drunkard and a rogue, and I believe that his love for drinking goes on increasing.

Women.—There is no drinking among women of the better classes. There is little or none among the female population in agricultural villages. Drinking is very greatly on the increase among fallen women, whether in the larger central towns or in the smaller outlying towns. Drinking is also on the increase among females belonging to the labouring and artizan classes in Howrah itself. I believe women belonging to the following castes are given to drinking everywhere :—Bagdis, Bauries, Dom, Muchi, Mehter, Jelia; also women belonging to aboriginal stocks settled in these districts, such as Sonthal, Dhangar, and Kol. I cannot say whether these classes are more given to drinking now than they were before. The domestic morality of these classes is exceedingly low.

I do not know that people belonging to classes who did not drink before have taken so drinking on the opening of outstills. There are no outstills in this district, as already ttated. I have said that I think there has been an increase of drunkenness. I shall at some length state the causes of this increase, so far as I can understand them.

1. *The gradual supersession of the ancient conservative and religious ideas of the people by Westerm ideas and European culture.*—I do not mean to say that European culture, or any culture at all, is favourable to the spread of drunkenness; and I believe that the best educated natives are, as a class, the most free from this vice, and also that some of the classes who never enter a school are the most given to drunkenness. What I mean to say is that the spread of the new ideas has taken place from the higher to the lower classes, by contact and by the force of example, and has among the lower classes developed its worst tendencies. The principal restriction upon the drinking habits of the people, both Hindu and Mussalman, had been supplied by religion. The people in the lower classes see their betters, the educated classes, treat that religion with little respect, and they themselves lose all respect for it. What was before a heinous sin is now only a pleasant vice. The least educated classes are those most afraid of *sin*, and at the same time the least disinclined to *vice*.

This of course is not a cause which is new, and has been at work for at least half a century; but I believe the effect has been the same throughout that period—increased drunkenness. The increase has now attracted attention, because the aggregate increase is now large enough to attract attention. But I believe that it has always been felt in native society, at least for so long as I can remember, that drunkenness is on the increase.

2. *The overthrow of caste as a social power.*—I mean by this something different from the relaxation of religious restrictions on drinking. Caste had, and still has, a side entirely disconnected with religion. Each caste was within itself a self-governing local body in the days when the ruling power in the country interfered but little with the local and municipal concerns of the people. Each caste punished, within itself, not only all breaches of casts rules, but also crimes, civil wrongs, and even vices. No man belonging to a caste in which drunkenness was not permitted would in those days dare to drink from fear of falling under the displeasure of the village elders. The social power of caste was broken, not by the loosening of the bonds of religion, but by the thoroughness of British administration. Caste ceased to discharge the functions of the Civil Magistrate, because there were now Civil Magistrates who did it better, and to whose power the village elders themselves had to yield. It fell into disuse, ceasing to punish crimes and redress civil wrongs; it has also ceased to punish vice. The village elders possess hardly any authority now except on matters purely relating to breaches of caste rules.

3. *The decay and disuse of the national festivals, amusements, games and pastimes.*—I need not go to the length of accounting for their disuse and decay; the facts are unquestionable. The festivals are now less frequent, less general, and less attractive than before; the people grow more and more indifferent to them every day; the musical contests, plays and *jatras*, recitations of sacred poems, are fast disappearing. Music was once a popular art and a general acquirement; it is now rare to meet outside professional ranks with any one acquainted with it, or even with one who takes an intelligent interest in it. Cards, dice, chess, &c., still retain a footing, but are fast losing it; wrestling, fencing, and other manlier sports are almost forgotten. Yet a people whom over-population compels to struggle hard for existence need some pleasant excitement during their hours of relaxation from work. They seek it where it is now within easy reach of every one—in drink and its concomitant vices.

4. *The new industrial system*, where it has been introduced.—The new industrial system differs from the old in this, that while in bygone times the mechanic used to work in his own home, and was a steady, sober man, leading a quiet domestic life, under the new system large crowds of workmen are aggregated at one centre—on railways, workshops, jute

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mills, cotton mills, plantations, &c., away from their homes, and driven to form illicit connections and to lead a dissipated life. Howrah itself affords a good illustration. There are, I believe, few places, if any, in Bengal where there is more drunkenness and petty crime than in this purely industrial town of Howrah.

5. Last, but as not the least, comes our excise system. "The object of excise administration is to raise a revenue for Government by taxing the sale of spirituous liquors and drugs *in order to discourage intemperance.*" This is the excellent principle of administration officially laid down. But whatever the intentions of superior authority, the actual practice of subordinate officers through whom the department has to be administered is directly the reverse. The actual discouragement of intemperance, brought about by a local officer's administration of excise in his charge, is not a matter which can be deduced from the figured statements on which his work has to be judged. The other factor in the result—the increase of revenue—is the one thing which those statements serve clearly to show. The recognition of his services therefore depend upon the increase of revenue which he succeeds in bringing about. He devotes himself heart and soul to achieve this result. Now increase of revenue can be achieved only in one of two ways—(1) by the suppression of smuggling, and (2) by increasing consumption. The former is always difficult, and impossible where there is *no* smuggling, or where its existence is not believed in. The subordinate excise-officer adopts the only other alternative left—he does his best to *increase* the consumption. This is done by multiplying shops where possible, and by a judicious selection of sites in other cases, and by other similar expedients. The actual result achieved is therefore often the very reverse of that intended by the excise system—the encouragement of intemperance, not its discouragement.

There are two other circumstances which are generally regarded as causes of increased drunkenness, each sufficient in itself, according to its assertors, to account for increased drinking. One of these is increased general prosperity. No doubt people will not drink when they have no money to pay for what they drink: so far general prosperity must have an influence on general drinking habits. But it is neither true that people will rush to drink whenever they have got money to pay for it, nor that people in general drink *because* people in general have got more money to spend on it now than before. The general increase of prosperity is itself a matter which is not established on the clearest evidence.

The other cause assigned is the cheapness of outstill liquor. No doubt cheap liquor will conduce to increased drinking; but I have already said that (1) there is increased drinking even where there are no outstills, and I have established it by citing figures for this district, and (2) that there was increased drinking before the outstill system was introduced. The outstill system may therefore possibly be a local and special cause of increased drinking, but cannot be one of the general causes which have been influencing the whole province for many years in this direction.

Years of prosperity will no doubt see increased consumption of liquor, not because prosperity is a cause of drunkenness, but because there is already in the people a thirst for drink which less prosperous years do not afford full means of satisfying.

Distillery liquor sells here at a rupee or Re. 1-2 per bottle; outstill liquor, I hear, is smuggled into the district (some cases have already been detected), and that it sells at six annas per bottle.

I do not know that the liquor consumed by the people under the distillery system was stronger than it is now.

I have no reason to think the liquor distilled in the outstills more injurious to health than that which used to be distilled in sudder distilleries; nor do I believe that *dhatura* or other poisonous substances are used either in the preparation of country spirits or for adulteration afterwards. I have not also heard of such practices in regard to liquors manufactured for use in the Holi or other festivals.

I have no reason to think that since the introduction of the outstill system the consumption of tari and pachwai has diminished.

The outstill system is not in force here. I have no reason to believe that there is illicit distillation in this district.

I do not know whether zemindars and other people of the richer classes ever get liquor manufactured at the outstills from materials supplied by them to the vendors.

The outstill system has not led to any increase in drinking among the upper classes.

Almost the whole of the higher classes in this district use imported spirits. By "higher classes" I mean people able to pay.

I do not know whether liquor can be obtained from outstills during the prohibited hours.

I have no knowledge of the outstill holders ever supplying liquor in exchange for goods, such as grain, ornaments, &c. I do not know that they sell liquor on credit.

The moral effects of habitual drinking are—

(*a*) Improvidence.
(*b*) Increased profligacy.
(*c*) Callousness to crime—tendency to crime.
(*d*) Loss of energy and vigour—idleness.
(*e*) Indifference to domestic duties—neglect of wife, parents, and children.

Such effects result only from habitual intemperance, and even then are not always present.

Artizans, though a drinking class, are also a thriving class. This results from the high wages now paid for skilled labour.

I am not aware that the material prosperity of the *agricultural* class has been considerably affected by increased drinking habits. I am not one of those who believe that the agricultural classes are advancing in prosperity. I believe that the reverse is the case; but there are many causes tending towards this end, and it is difficult to say whether increased drinking habits are or are not among them.

Fallen women are, in spite of their increased devotion to drink, a prosperous class. This is due to increased immorality in the opposite sex.

If my explanations of the cause of increased drinking are right, the remedy is not a question of mere excise administration. It must take up a much wider field. I doubt whether a complete remedy can be found. We cannot and ought not to prevent the spread of European ideas. We cannot restore the power of caste. We cannot and ought not to check the growth of industry.

We may, no doubt, improve the existing system of excise administration, but that would not go far. A far more efficient remedy would be an improved system of national education. The present system seeks merely to cultivate the intellect (if even that). There is no provision in it for culture of the moral feelings. Any improvement among the educated classes would be certain to influence the masses below them.

As to excise, I have already indicated the principal defect in it. Provide a more efficient check on local officers administering excise, and condemn all increase of revenue derived from increased consumption. This alone will tend to make the action of the department healthier.

Then a part of the trade in liquor at least may be easily suppressed. Imported spirits and wines, for instance, are not real necessities to the people of the country. The trade in imported liquors should, except in the large towns where Europeans reside, be restricted to sale for *bonâ fide* medicinal purposes by licensed druggists.

With the natives the supply alone has created the demand. The supply should be suppressed. Total suppression may lead to a little smuggling at the outset (smuggling in imported liquor on a large scale in this country is not likely), but the little smuggling will be a small evil, and will eventually die out.

I believe the same experiment may be safely tried with country liquor in districts where it is not necessary, as in some parts of Orissa, and then we may feel our way into other districts.

It is unnecessary to give details. The principle of excise administration should be both in theory and practice *suppression*, and not, as now, repression in theory and encouragement in practice.

It is not difficult in a country like this to suppress smuggling and illicit distillation. That it has been hitherto found difficult is owing to the circumstance that Bengal has never had a good police. I believe that wherever there is smuggling and illicit distillation, most policemen are in the pay of the smugglers and distillers. That policemen who detect and seize smugglers always receive large pecuniary rewards is not a matter which affects the truth of what I say. The policeman generally finds it more paying to remain faithful to the vendor. He prefers not to kill the hen which lays the golden eggs.

The present Excise Department may be made the nucleus of an efficient special preventive force. The first step should be to increase their pay. The pay of an excise-peon is often (as here) below the wages of an unskilled day-labourer. It is impossible to expect anything good from people so paid.

Their numbers must also be increased. At present their strength is hardly equal to the proper discharge of their ministerial duties only.

Lastly, the excise should be constituted into a special department, to be administered by its own special officers. I believe many of the existing evils in our excise system are due to the fact that the department is now left to be administered during the leisure hours of an overworked sudder Deputy Collector, who is frequently without any special training for the work, and as frequently unable to comprehend the principles on which it should be administered.

It would be useful to give municipal and other local bodies a legal power to *veto* the establishment of liquor-shops in any particular locality. They should have no executive control, and should never be allowed to benefit by the excise revenue.

Note by of Baboo Bejoy Kissen Mukherjee, Chairman of the Utterpara Municipality.

Mr. Reily.
Baboo Krishna Behari Sen.

As verbally requested by two of the members of the Excise Commission named in the margin, I have the honour to submit for the consideration of the Excise Commission the following memorandum. It embodies facts either known to me personally or to the other members of the Uttarparah municipal body.

Neither my own knowledge of facts bearing on the question of drinking among the native population of the Hooghly district, nor that of the other Municipal Commissioners, is sufficiently exact or extensive to render it possible that categorical replies should be given to the several questions on which replies are demanded by the Excise Commission. I shall therefore confine myself only to those questions, or portions of questions, on which either I or my colleagues possess any definite information. Such criminal statistics bearing on the question as I could furnish have already been furnished.

Hooghly.

That drinking has increased largely during the last ten years in the Hooghly district, as in the country generally, can admit of no doubt whatever. It is a matter of daily observation that members of families and castes among whom drinking was absolutely unknown some time ago have taken to drinking, and as the force of the old religious sanctions has been daily growing weaker and weaker, drinking has been making steady progress among the native population. Except the Vamachari sect, a class exceedingly small in the Hooghly district, no member of any of the upper castes, Brahmans, Baidya, and Kayastha, ever touched liquor. The Nobasack class, the Kaibertas (who form the great body of the peasantry of the district), and other intermediate castes likewise eschewed liquor. It was only the lowest classes of the people, Haris, Kaoras, Bagdis, Doms, and so forth, who were not hindered by either caste rules or religious sanctions from indulging in drinking. The progress of English education has sapped the foundation of the old religious abhorrence of liquor, and members of the *upper* and *middle* classes have taken to the pleasures of the bottle, and the lower stratum of society, consisting of the intermediate castes, taking, as it ever must do, its tone from the upper and middle classes, began to seek the same pleasures. The artificer class, the operatives in the mills, and other earners of good wages, have been foremost in imitating the upper classes in the matter of drinking.

On the whole there appears to have been a slight increase of prosperity among the people. Increased prosperity, however, can lead to an increased consumption of liquor only among the classes given to the use of it. Prosperity cannot spread the contagion of drinking to other classes that hitherto kept aloof from drinking under the injunctions of religion. It is the weakening of the Hindu's religious belief that has been the main factor in causing an extension of the use of liquor. The introduction of the outstill system has also had a great deal to do with the increase of drunkenness.

The upper classes as a rule use imported and not country liquor, and it is among the upper classes that habits of drinking have led to the most deplorable result,—dissipation of fortune, neglect of family and social duties, and early death.

It may be regarded still an open question as to how far State interference with individual freedom of action, in cases where the rights of others or of the public are not concerned, is justifiable. There is a universal consensus of opinion, however, on the point that freedom of action on the part of the individual should stop short of causing injury to others, and the curbing of individual freedom to this extent must fall legitimately within the province of State action. It may be difficult to devise a scheme for effectually preventing people from neglecting their primary duties to their families or to society at large in a reckless pursuit of the pleasure of drinking, nor am I ready with any scheme of my own. Open violence, brawls, and affrays, and unseemly spectacles in streets and other public places that excess in drinking frequently gives rise to, can however in a large measure be controlled, and it is in respect of this that the following suggestions are offered.

1*st*.—It would seem to be best to control the liquor consumer through the liquor seller. I should therefore propose that the liquor seller who allows any customer to drink at his shop so much liquor as would make him drunk and disorderly should be visited with fines on his offence being proved. Certainly the quantity of liquor that one man could bear with ease would quite upset another man, so that no law regulating the quantity of liquor to be sold to any individual customer can be justificable. Such law again, if it did exist, could be hardly enforced. It does not seem unreasonable, however, to require of the seller of liquor that he should take care that the customer to whom he sells it, and who consumes it on the spot, does not consume so much as would make him incapable of controlling his actions or make him incapable of any action whatever.

2*ndly*.—It seems desirable also that municipalities and other local bodies should have the power of selecting sites of liquor-shops, and of controlling the sale of liquor by regulating the hours during which liquor-shops are to remain open.

Statement of Baboo Pyari Mohan Mukerjee, Zemindar, Utterpara.

I AM an inhabitant of the district of Hooghly. All that I know of the working of the two systems is derived from enquiries I made after the receipt of these questions from those made about two years ago at the request of the British Indian Association, and from my experience as a large landholder.

The result of my observation and enquiries is that drinking has largely increased in this district during the last ten years. The quantities of liquor sold in the shops are more than double and treble the quantities previously sold. Drunken rows in the streets have become more common. A much larger number of men in every town and village are found addicted to drinking, and what was once a sin and a great social vice has come to be discussed by the light of the rules of hygiene and economy. It is among the lower orders of people, day-labourers, artizans, petty dealers, &c., that this increase has mostly taken place.

Formerly drinking among school-boys was wholly unknown, but within the last ten years there have been such cases in almost every large school in the district. Happily the cases have been very few. As regards domestic servants the evil is greater. A no inconsiderable number of nugdees employed to keep watch at night, syces, cooks, and punka-bearers

(not Uryas) are given to drinking. Among cultivators men addicted to drinking are still rare exceptions. The increase of drinking among day-labourers has been very great. It is only public women and women who work in the mills that are given to drinking; and among these the proportion free from the vice is I think less than half.

I think that the outstill system has to account for the cases of drunkenness, very small up to the present time, among cultivators. No other class was altogether free from the vice while the sudder distillery system was in force. I think people have become more laborious and do more work than before, and that the increase of drunkenness is mainly due to a natural desire to find relaxation and amusement in intoxicating drinks. There is also a great deal of truth in the observation that the result is partly owing to the fact that people have now more money to spare on luxuries. The evil should not, however, be traced to these causes alone. I think the introduction of the outstill system has thrown temptations in the way of poor people which they could have otherwise resisted.

The last five years have been undoubtedly years of prosperity to the poorer classes in this district. I have already said above that the increased consumption of liquor is partly due to that prosperity. The price of a bottle of liquor issued from the sudder distillery varies from Re. 1 to Re. 1-6, according to its strength; that of a bottle of outstill liquor is annas five or six. All the licensed shopkeepers whom I have consulted have informed me that the liquor now consumed is stronger than what was consumed before. People prefer the strong liquor at present. I have no reason to think that outstill liquor is more injurious than other liquor, except in so far as it is said to be stronger. I have heard of *tari* being adulterated with *dhatura* seed on special occasions, as the *holi*, but not spirituous liquors.

The introduction of the outstill system has not interfered with the consumption of *tari* and *pachwai*. In some places the consumption of the latter continues undiminished. It is the Mahomedans who largely consume *tari*, and as they have in several villages embraced the Sygreed creed and made a vow not to drink *tari*, the consumption of *tari* has diminished on that account in several places. I was satisfied from the enquiries I made that there was no illicit distillation of spirits in this district. My enquiries lead me to conclude that nowhere in this district did landholders or other rich people ever get liquor manufactured with material supplied by them. The outstill system has led to increase in drinking among the upper classes, but not to a large extent. They usually drink imported spirits. I can give no idea of the extent.

In several villages liquor can be obtained from outstills at prohibited hours, but the purchase of liquor at such hours is an exception—not the rule. The holders of outstills largely sell on credit. Most of their well-to-do customers keep regular accounts with them and pay them annually or half-yearly, but they never give liquor in exchange for grain or ornaments. They have a dread for such dealings.

Temperance is a very rare quality among people given to drinking in this part of the country. The habit usually degenerates to drunkenness, whether it is imported spirits or country liquor that is consumed. The moral effects of drinking have been therefore very pernicious. It has made thousands bad husbands, bad fathers, and bad citizens; it has made most of its victims improvident, and among the poorer classes it has been a prolific source of theft and other crimes. I think the condition of those day-labourers and people working in the mills who are given to drinking would have been much better if they had been free from the habit. At present most of them live from hand to mouth, and not an inconsiderable number of them are burdened with debts. My experience is that there are few persons, high or low, who have not suffered in material prosperity by reason of this habit.

The official accounts show that there has been a considerable increase in the consumption of spirits in these provinces within the last few years. It would be an evil day, not only for the landholders, but also for the general community, if the vice permeates the ranks of the cultivating classes; and it appears to me that unless immediate measures are taken to check the further progress of the evil, that contingency is neither very unlikely nor remote. I think the total abolition of outstills would be an effective remedy. If people have to go to a distance of four or five miles to procure liquor, they would think twice before doing so; but at present the temptation is great, when every man in the country has a liquor-shop within a mile of his house. I also think it desirable that no license for a liquor-shop in any district should issue without the sanction of the District Road Cess Committee or of the District Board after it is established. I do not attach much importance to illict manufacture and sale of liquor. For a powerful Government, which has effectively checked the illicit manufacture and sale of opium and salt, a prohibitory measure regarding liquor would not be at all difficult.

DISTRICT BEERBHOOM.

Note by Baboo Bhuvan Mohan Raha, Excise Deputy Collector.

I HAVE had experience of the working of the sudder distillery and outstill systems. During the sudder distillery system the shops were comparatively few in number; it appears that in the year 1877-78, which was the last year of the system, there were only 11 shops in the whole district, exclusive of Rampore Haut, namely 6 at Soory, 2 at Cynthea, 1 at Bolpore, 1 at Mohamedbazar, and 1 at Hetampore. The number of shops was quite

Beerbhoom.

insufficient for the requirements ofthe district, and the consequence was that illicit distillation of country spirit was extensively carried on. From enquiries made it appears that spirit was illicitly manufactured in 3 villages in thana Soory, 8 villages in thana Doobrajpore, 15 villages in thana Bolpore, 11 villages in thana Labpore, 2 villages in thana Sacoolipore, 2 villages in thana Rampore Haut, and 4 villages in thana Mawressur. I give the names of the villages in the margin, but I do not think the list is exhaustive. Under the outstill system the number of shops has considerably increased, there being now 67 shops in the whole district including the sub-division of Rampore Haut. This circumstance, as well as the cheapness of the outstil liquor, has completely checked illicit distillation.

Thana Soory—	Distilled by—
1. Mohulpore	... Kamars.
2. Rajnagore	... Musalmans.
3. Tantiparah	... Brahmins.
Thana Doobrajpore—	
1. Bhoura	... Dhangars.
2. Panchrah	... Brahmins.
3. Rupaspore	... Ditto.
Thana Bolpore—	
1. Birkiche Keodoha	... Brahmins.
2. Sarbanandpore	... Satgops.
3. Adityapore	... Brahmins.
4. Monohorpore	... Ditto.
5. Seur	... Ditto.
6. Bolpore	... Baidyas.
7. Paharpore	... Brahmins.
8. Pyerh	... Ditto.
9. Bairee	... Ugrakhetrees.
10. Supore	... Boidyas.
11. Ballabpore	... Brahmins.
12. Gopikantopore	... Satgops.
13. Amdohara	... Kansaris.
14. Ghurse	... Brahmins.
15. Kusba	... Konarchasas.

Thana Labpore—	Distilled by—
1. Indas	... Muchees.
2. Beprotekuri	... Brahmins.
3. Doniepore	... Ditto.
4. Labpore	... Ditto.
5. Nawaparah	... Ditto.
6. Daurka	... Ditto.
7 Kurumba	... Ditto.
8. Rakhareswar	... Ditto.
9. Subalpore	... Gowalas.
10. Babna	... Brahmins.
11. Laghosa	... Ditto.
Thana Sacoolipore—	
1. Kirinnahar	... Brahmins.
2. Pacoorhans	... Ditto.
Thana Rampore Haut—	
1. Jhilli	... Kayastha.
2. Tarapore	... Brahmins.
Thana Mawressur—	
1. Bajitpore	... Brahmins.
2. Jholka	... Ditto.
3. Dakhingram	... Ditto.
4. Kaleswar	... Ditto.
40 villages.	

In my opinion, habits of drinking have increased during the last ten years to some extent. The increase is chiefly confined to the lower classes of the people, and is to be attributed to the cheapness of the outstill liquor. People who used formerly, when distillery spirit was sold at comparatively high prices, to drink pachwai only, now drink both pachwai and outstill liquor: for instance, a day-labourer who used formerly to drink two pice worth of pachwai now drinks one pice worth of pachwai and one pice worth of outstill liquor; and in this sense I say that the habit of drinking has increased. The classes among whom the increase has chiefly taken place belong to the lower orders of the people, namely Bauris, Doms, Dhangars, Bagdis, Chamars, Haris, Muchees, Lohars, Kahars, &c.

School-boys in this district do not drink, and drinking has not increased among domestic servants. The bulk of agriculturists of this district belong to the Satgop caste; they are abstemious in their habits, and a Satgop drinker of the outstill liquor is a rare sight. Among Bagdis, Haris, and men of similar low classes, who are agriculturists, drinking has increased as stated above. The drinking of the outstill liquor has also in the same manner increased among day-labourers and women of the lower orders of the people.

People of the lower classes, as mentioned above, who did not drink while the sudder distillery system was in force, have now acquired the habit of drinking.

I am of opinion that though drinking habits among the lower orders of the people have somewhat increased on account of the cheapness of the outstill liquor, drunkenness has not increased.

The last five years have not been on the whole prosperous in this district owing to two causes—viz., first, prevalence of fever of a malarious type, which has not only affected the population, but has also interfered with the material prosperity of the people. The population of the district according to the census of 1872 was 853,785, but according to the census of 1882 it was 794,428. It is notorious that the expense to which the people have been subjected during the last five years for medicine and medical attendance has increased very considerably, and to meet it many persons have been compelled to borrow largely. Crops were also generally not very good. In my opinion therefore the increase in the consumption is to be chiefly attributed to the fact that illicit distillation has now been replaced by licit distillation; secondly, to the cheapness of the outstill liquor.

The price of the sudder distillery liquor varied from 1 rupee to four annas per quart bottle, and that of the outstill liquor varies from eight annas to one and a half anna per quart bottle. As a rule outstill liquor is sold in the interior at two annas per quart bottle.

The sudder distillery liquor was stronger than the outstill liquor. The strength of the sudder distillery spirits shown by the hydrometer varied from 20° over London proof to 60° under proof, and that of the outstill liquor from 14° under proof to 70° under proof. I should add that the strength of the outstill liquor has been ascertained by the old thermometer and hydrometer in the office. I am not quite sure whether the instruments have failed to indicate the true strength by long disuse.

Outstill liquor is weaker and less injurious to health than that which used to be distilled in sudder distilleries. *Bakar*, a compound consisting of 60 or 70 ingredients, is used in the preparation of country spirit. Dhatura and one or two poisonous substances, such as *nux-vomica*, are used in the preparation of bakar. Dhatura and other poisonous substances are not used for adulterating outstill liquor.

I have not heard that liquor manufactured for use in the *holi* or other festivals is adulterated with dhatura or other poisonous substances.

The introduction of the outstill system has, I think, affected the consumption of tari and pachwai.

The statement below gives the revenue derived from tari and pachwai from the year 1878-79 to the year 1882-83:—

	Tari. Rs.	Pachwai. Rs.
1878-79	272	37,632
1879-80	682	43,557
1880-81	1,231	54,078
1881-82	1,191	51,698
1882-83	933	54,216

It will appear from the above that as regards tari the revenue rose from Rs. 272 in the year 1878-79 to Rs. 682 in the following year. The increase was due to the enlargement of the district by transfer to it of the Rampore Haut sub-division with its 15 shops. In 1880-81 the revenue rose to Rs. 1,231, and this was due partly to increased rates of license fees secured by a stricter supervision at the time of the annual settlement, and partly to the fact that fees of the Rampore Haut sub-division for the whole year of 1880-81 were shown in the return against fees for six months only shown in the return of the preceding year, the transfer of the sub-division having taken place in the month of October 1879. It seems to me that in the year 1880-81 the bidding for tari licenses ran the usual course of speculation, for we find that from the year following there has been a steady falling off in the revenue.

As regards pachwai, I beg to say that the revenue rose from Rs. 37,632 in 1878-79 to Rs. 43,557 in the year 1879-80. The increase was due to the fact, as stated before, that in the month of October 1879 the sub-division of Rampore Haut was transferred to this district from Moorshedabad with 93 pachwai-shops, yielding a revenue of Rs. 6,707 for the latter half of the year. In 1880-81 the revenue rose to Rs. 54,078, owing to the fact that the fees for the sub-divisional shops for the whole year were shown in the return. Properly speaking there was a loss of Rs. 2,893 sustained this year from pachwai, for 93 shops, yielding Rs. 6,707 in six months in the year 1879-80, ought to have yielded for the whole year of 1880-81 Rs. 13,414, and this sum added to Rs 43,557 of 1879-80 would have amounted to Rs. 56-971 in the year 1880-81, but in the latter year the revenue yield was Rs. 54,078 only. The reduction in the revenue is to be attributed in my opinion partly to increased consumption of the outstill liquor, and partly to the concessions made to the Sonthals as regards home-brewing. In the year 1881-82 there was a further falling off in the revenue. In the following year, however, the revenue rose to Rs. 54,216. The increase was due to the strenuous efforts made at the time of the settlement to break through the combinations of the local soories of the villages where pachwai-shops are situated, who would seldom bid against each other, but would allow one of them bid for a shop and obtain a license and then go into partnership with him secretly and share in the profits. A foreign element at competition was introduced this year in the district, and the result was that considerably higher bids were obtained for numerous shops. In illustration of what is stated above, I may mention here one or two instances. The highest bids that could be obtained from the local soories for the pachwai-shops at Soory and Sehara did not exceed Rs. 38-8 and Rs. 25-8 respectively, but on account of outside competition the shops were ultimately settled at Rs. 50 and Rs. 58 respectively. In like manner the license fees of many other shops were raised, which contributed mainly to augment revenue from pachwai in the year 1882-83. It is estimated that the revenue in 1883-84 will not exceed Rs. 53,905.

I may mention here that in the year 1882-83 foreign competition had, as in the settlement of pachwai-shops, a considerable effect upon the settlement of outstill shops. I think it would be sufficient to notice here one or two instances only in support of the above statement. The highest bids obtained from the local soories for the outstill shops at Soory and Rampore Haut were Rs. 150 and Rs. 150 respectively, but as soon as foreign competition was brought into play the bids began to rise and the shops were ultimately settled at the monthly fees of Rs. 225 and Rs. 170 respectively. To this circumstance is to be ascribed the fact that notwithstanding the reduction in the number of shops from 101 in 1881-82 to 67 in 1882-83 the revenue in the last mentioned year did not fall below Rs. 17,986.

For the current year the outstill shops at Soory and Rampore Haut have been settled for Rs. 234-8 and Rs. 170 respectively.

I have already stated above that before the introduction of the outstill system spirits used to be illicitly manufactured at many places in this district, but it has now disappeared.

Zemindars and other people of the richer classes do not get liquor manufactured at the outstills from materials supplied by them to the vendors.

I do not think that the outstill system has led to any increase in drinking among the upper classes. I have heard from most credible sources that in the days of the sudder distillery system people of the upper classes used to drink illicitly manufactured spirit, but the extension of the outstill system, by which every vendor has been converted, as it were, into a detective officer, has checked illicit distillation, and the people of the upper classes now drink licitly distilled spirit. To this circumstance is also to be attributed to some extent the increase in the consumption of the outstill liquor. I should add that in this district Brahmins formed the majority of the people who used to manufacture spirit illicitly, and these people now drink the outstill liquor.

The higher classes of people in this district do not use imported spirits. There are only four shops in the whole district for the sale of imported spirits, and the consumers are

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chiefly Europeans and educated natives from Calcutta, Hooghly, and other neighbouring districts, who hold appointments in this district under the Government or the East India Railway Company.

I do not think that liquor can be obtained from outstills during the hours at which they are closed under the law and rules.

I am not aware that the holders of outstills ever supply liquor in exchange for ornaments, &c., but I suspect that in some of the out-of-the-way shops in the interior agriculturists who drink get liquor in exchange for paddy at the harvest season. I think the holders of outstills sell on credit occasionally.

I do not think that the people who drink our outstill liquor have been in any way demoralized by the extension of the outstill system. The lower classes of the people of this district cannot do without some sort of intoxicating liquor, and the extension of the outstill system now supplies them with a cheaper and weaker stuff, which I think suits their tastes and means very well.

The material prosperity of no class of people has been injuriously affected by the habit of drinking.

The only suggestion I can offer for limiting the consumption of country spirits among the lower classes of the people is by raising the license fee a little higher. At present no outstill shop can be let at a fee below Rs. 8 a month, and I would propose that in future the minimum fee should be fixed at Rs. 10.

I would not substitute the sudder distillery system, nor can I think of any other system which can be substituted for the outstill system. If the sudder distillery system be revived, it will certainly lead to illicit distillation, and the Government will not be able to prevent it unless it chooses to appoint a large number of detective officers. It will appear, by a reference to the marginal remark above, that country spirit was illicitly manufactured chiefly by Brahmins or upper class of the people, and it will not be easy to prevent them from having recourse to their old practices if we will revert to the sudder distillery system.

There is not any local body in this district fit to be entrusted with any control over the selection of the sites of liquor-shops and the manufacture and sale of country spirits.

Statement of Baboo Rama Prasanna Singh, Government Pleader, Sooree.

I AM an inhabitant of this district, and I reside at village Reypore, near Bhulpore. Though my experience is not very extensive, yet I am in a position to say that the object of the excise law in restraining the free use of liquor in contravention to all laws of free trade is entirely frustrated by the outstill-system, and the present system is highly injurious to the health and prosperity of the community, and tend to increase all classes of crimes.

During the last ten years drinking has immensely increased in this district. It is owing chiefly to the cheapness of liquor and the facility and convenience afforded for procuring the same, as the article is brought to the door almost of every person in the most secluded part of the country. I recollect, when I was a boy, there was *one* in my village of the upper class who used to drink, and that on the days of festivity; but now I can count the villagers by hundreds who have imbibed the habit. There are many among them who take liquor every day, and what I regret most is, that most of these do not feel the least shame to drink in public and to show their frolics under intoxication. Formerly drinking was held a vice: those addicted to it were hated. Smoking also was not allowed. Now, habit and the increase in the number who drink have roughened the edge of that sensibility of impropriety in the native community for liquor. I am sorry to say that some school-boys are known to me to have imbibed this habit.

The servants, following the example of their masters, have learned to amuse themselves with liquor. When the parlour rings with the obscene songs and rivalries of the masters and guests, the servants' hall is often equally uproarious and jolly. The masters often miss the residue of their bottles the next morning. The cheapness of liquor also offers ample facility to domestic servants, though on small pay, to indulge in the vicious enjoyments of the glass.

Agriculturists.—The luxury of liquor is often enjoyed by the youths of this class, especially in villages where the richer and upper classes set the example.

Day-labourers.—They belong mostly to the lower orders. No doubt they were in the habit of drinking from days of yore, but the cost of their drinking puchwai was far less than what they now spend in country liquor, to the distress of those who depend upon them, and to their privation of other necessaries.

Women.—Drinking habits have been imbibed by this unfortunate class, mostly under pressure and persuasion of their drinking paramours, who as a rule desire to make their companions equally excited in the revelries. Formerly women, save those of the lowest class, never drank.

Formerly people with a moderate income could not afford to procure liquor from the sudder distillery, but now the facilities and cheapness afforded by the outstill system have led many of them to drink. The young men of the Brahmin and other upper classes of my village and neighbourhood have imbibed the habit of drink, as they can procure liquor very cheap and without the least trouble. The people of this district depend mostly upon cultivation. Want of sufficient rain and consequent failure of crops have rendered the district less prosperous. However the habit of drink has not been on the wane in consequence. Want of sufficient

means to indulge in this luxury has placed them more in distress, and deprives the families of other necessaries.

The retail prices here during the old system had been 8 annas to Re. 1 per b ttle, but now they range from 1½ annas to 6 annas. I hear that liquor under the sudder distillery system was stronger. I hear that in some of the country shops the article called *bakar* (a compound made of various vegetable roots for preparation of pachwai) is often placed in the stills before distillation. I have no personal knowledge on the subject.

Since the introduction of the outstill system the consumption of pachwai has diminished. I know that even the working class of the lower orders like to have distilled liquor, as pachwai has grown distasteful to them. The use of *tari* in my quarter of the district is not in vogue. I have no personal knowledge on the subject of illicit distillation, but I hear that very few daring persons, on occasions of festivities, used to resort to such illegal distillation. I do not think the present system has put a stop to this illicit course, rather on account of the increase in the number of drunkards. There is a general resort to this mode oftener now than before.

I know for a fact that well-to-do people get their liquor prepared at outstills from materials supplied by them, but I would not like to give names and details. There were very few of the upper class in this district who used to drink, and to my knowledge they would take imported spirits; but now, without distinction of position, most of them take country liquor. There is a belief amongst them that imported spirits affect the liver, while country liquor does not result so fatally. This village is often under the command of the upper class, and liquor-vendors dare not disoblige these people by showing disobedience to the call even at precluded hours. Moreover, as they have to pay a heavy tax, they try to make as much profit as they can during any hour of the day or night.

Liquor is generally exchanged for rice. The latter is the usual mode of exchange for purchase of all food, articles, and shops in this district. Liquor is sold on credit to the upper class, whom they dare not refuse.

The moral effect of drinking is highly injurious to the honesty, prosperity, and health of the people. Petty thefts by youths of the upper class have increased. The villages are made almost uninhabitable by the peaceful class of the people, and I can say that in my village the outrages of the drinking young men have been so serious that women cannot safely stop at their houses alone, nor are the planks of the outer doors of people's houses safe, nor can *goats* safely graze in the village without being taken particular care of.

The prosperity of the families whose members have learned to drink has been materially affected. The family jewelleries go to the pawn-brokers, lands are mortgaged, and the prospects of the young men of such habits are not at all good. They have no taste for work; they often associate with drunkards, when they have no talk but how to satisfy their vicious propensities and how to procure funds for doing so.

In my humble opinion the old system was not so injurious to the society and to the well-being of the community. The prevention of illegal distillation should be left to the vigilance of the police, and exemplary punishment inflicted when detected.

Statement of Baboo Dhone Krishna Ghose, Pleader, Judge's Court Sooree.

I HAVE been residing here for the last 13 or 14 years. I have no experience of the working of the sudder distillery or outstill systems. I have made inquiries and obtained some information on the points now raised. As a pleader, I have come across a few cases of illicit preparation and the sale of country spirits and other liquors.

I have every reason to believe that drinking has increased in this district and other parts of Bengal during the last ten years. Drinking has increased amongst the lower and middle classes to a very considerable extent. I know as a matter of fact that in my village, Balabpore near Memari, in the district of Burdwan, drinking has increased to a fearful extent. Amongst the lowest classes there was scarcely any in my village who was addicted to habitual drinking when the sudder distillery was in existence, but during the last few years the state of things has just been the reverse of what it was formerly. Almost every man who belongs to the lower class is addicted to drinking. Some of the better classes have become habitual drunkards. A large increase of liquor-shops in Bengal points to this conclusion.

There can be no doubt that drinking has increased among domestic servants and day-labourers. It has spread amongst agriculturists, but it is not so general among them as amongst day-labourers and domestic servants. Women of the lower class and of ill-fame are of course addicted to drinking. Some who belong to the better class have now learnt to drink, but their number is very small yet, and they form rather the exception than the rule. Among school-boys there are now and then a few cases that come across my notice. Most of them, however, do not drink.

Agriculturists, shopkeepers, and shomes (shooree) were not addicted to drinking formerly; there are many amongst them now who have acquired the habit of drink. Although drinking is not general among the classes mentioned, the number of those who drink is not altogether inconsiderable.

Much of the increase of drunkenness is due to the out-till system. In addition to the evil effects of the system there are some causes which have led to this increase. Generally, people are more prosperous now than they were some ten years before, as they can afford to pay for their pleasures what they required formerly to meet the common necessities of their life.

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As intoxicating liquors are sold at cheap rates, there are many more now who can enjoy without much sacrifice. The lower class often follow the bad examples of their betters, and this, too, has produced some increase of drunkenness. Our rich countrymen often imitate Europeans in drinking, and generally fall victims to their own intemperance. They do not possess the power of restraining themselves within proper limits, and once they imbibe the habit they are sure to go to excesses.

The last year we had short crops, but during the preceding four years the people on the whole were prosperous. Some of those who have been prosperous, and not having pressing cares to provide for, have betaken themselves to hard drinking.

Outstill liquors are very cheap now. In this district people can purchase with the same amount double of what they could get during the period when the sudder distillery system was in force. I cannot say whether the sudder distillery liquor was stronger than the outstill liquor, as I have had no accurate information on the point. I am told that liquor distilled in outstills is more injurious to health than that distilled under the sudder distillery system, and this is quite probable. As license-holders are left to distill just as they please, they would naturally try to make their liquor as strong as possible. They do not know, nor do they care to know, any rules for preservation of health, and they pay no attention to the health of their customers in mixing up materials for preparation of liquor.

I believe that *dhatura* and other poisonous substances are often mixed in the preparation of country spirits. I have not heard of such practices in regard to liquor manufactured for use in the *Holi* or other festivals. I think that there has been a diminution in the consumption of *tari* and pachwai. People who could not purchase liquor before because of its high price took recourse to *tari* or pachwai as its substitute; but now that liquor is very cheap, they would naturally consume it instead.

I do not know anything about the existence of illicit distillation. I am told, and I have reason to believe, that spirits were distilled by illicit processes before the introduction of the outstill system. There has been of late a great diminution of illicit distillation, although it has not altogether disappeared in the district. Cases of illicit distillation now and then are brought up by the police before the authorities, but I should say that they are rare.

I do not know of any such practice that zemindars and other people of the richer class get their liquor prepared at outstills from materials supplied by them. Some who belong to the upper class are addicted to drink, and they consume country spirits mostly. Although their number is not a large one, yet one cannot but consider this to be very injurious to the best interest of the community. Imported spirits are consumed to a small extent.

I do not know whether liquor is sold at outstills at precluded hours. I have made no inquiries, and cannot say anything on the point. Liquor is supplied in exchange for grain. this is very common amongst cultivators and day-labourers. Ornaments and other goods are rarely exchanged. Liquor is not sold (if at all sold, very rarely) on credit.

Drinking has produced most injurious effects upon the morals and health of those who are addicted to it. Those who have imbibed this habit are impoverished and indolent, and careless of their property and health. They often commit offences for the gratification of their evil propensities. They do not provide for their future requirements, and neglect their legitimate pursuits. Habits of economy are unknown to them. I have already said that the introduction of the outstill system has had the effect of diminishing the consumption of pachwai, and its diminution has been of most mischievous consequences. Pachwai was formerly used by day-labourers, and it is believed that its consumption was conducive to their health. The day-labourers and agriculturists are injuriously affected by drinking; they generally consume country spirits.

I consider the outstill system to be altogether bad. It is dangerous to allow private individuals, such as holders of outstills, to manufacture spirits in the way they do. I cannot suggest any improvement in the present system, for no improvement can render the system unobjectionable. The present system should be replaced by the sudder distillery system. Spirits must be manufactured at the sudder under the careful supervision of responsible officers of Government. *Dhatura* and other poisonous substances can only then be excluded from the preparation. Smuggling and illicit distillation can be prevented by the police authorities.

There should not be too many liquor-shops: only a certain number of shops at selected sites need be established, and the district officers should determine the number and the sites of such shops. In determining these points, the welfare of the community and the revenue to be derived from excise arrangements should be both kept in view.

There are at present no local bodies that can advantageously take up the control over the selection of sites of liquor-shops and the manufacture and sale of country spirits. But if any such be constituted, I think they can well be entrusted with the duty of selecting the sites and the manufacture and sale of liquors, if the present system be continued.

Statement of Baboo Madhab Chandra Misra, Sehara.

I AM an inhabitant of this district. As regards the working of the two systems, I have no experience of my own, since I have not been in connection with them. What I now say is hearsay.

During the last five years drinking has increased in this district. This I attribute to the reduced prices of liquor and the increase in the number of grog-shops. The increase has taken place among—(1) school-boys, (2) domestic servants, (3) agriculturists.

The following are the retail prices of liquor:—

During the Sudder Distillery System.

	Rs.	A.	P.	
(*a*) Anis	1	8	0	per quart bottle.
(*b*) Rum	1	0	0	„ „
(*c*) Pusthi	0	4	0	„ „
(Sometimes	0	8	0	„ „)

During the Outstill System.

	Rs.	A.	P.	
(*a*) Anis	1	0	0	per quart bottle.
(*b*) Rum	0	8	0	„ „
(Sometimes	0	12	0	„ „)
(*c*) Pusthi	0	2	0	„ „

Liquor now prepared is equal in point of strength to that prepared under the sudder distillery system, but it is not more injurious to health than that prepared before, as the material are the same. The liquor which is prepared now is mixed with *bakar*, a substance slightly poisonous. In the *Holi* and other festivals the liquor used is the ordinary liquor: it contains, as usual, *bakar*. Since the introduction of the outstill system there has been a slight decrease in the consumption of *tari* and pachwai. There has been a very slight increase of drinking among the upper class. They use imported spirits. About the extent I cannot tell anything exactly. The holders of outstills supply liquor in exchange for goods, and on credit. The morality of the people has been vitiated, and the material prosperity has been injuriously affected. Many wealthy zemindars have been reduced to poverty by this abominable habit. They take country and imported spirits.

Statement of Baboo Ram Nath Roy, Sooree.

I HAVE resided here for upwards of 30 years. Under the sudder distillery system spirits used to be distilled in one place, but now the distillers distil and sell liquor as they like.

I think there has been an increase of drinking during the last ten years, and that the introduction of the outstill system is the cause of such an increase: I cannot give its extent.

I do not know whether there has been any increase of drinking among school-boys.

Some increase of drinking has taken place among domestic servants, agriculturists, and day-labourers.

I do not think there has been an increase of drinking among women.

I think the classes that did not drink while the sudder distillery system was in force have now taken to drink. I cannot enumerate the classes and give the extent to which they have been affected. There has been an increase of drunkenness, which I attribute to the introduction of outstills, and to the fact that those who used to drink pachwai have now taken to country spirits.

I do not think that the last five years have been prosperous. I think the consumption of pachwai has diminished since the introduction of the outstill system, but know nothing as to the consumption of *tari*. Formerly there used to be illicit distillation, but now, I think, the practice has disappeared.

I think the outstill system has led to an increase of drinking among the upper class, but cannot give its extent: most of them use imported liquor. I believe that liquor is sold at outstills at precluded hours, and in exchange for grain as well as on credit. Drinking has produced bad effects upon the manners, customs, and morals of those who are addicted to it. I think by the habit of drinking the circumstances of day-labourers, agriculturists, and middle-class men have been rendered worse. I cannot say this of any other class. Most of them drink country spirits.

I think by increasing the price of country spirits its consumption may be decreased. I would revert to the sudder distillery system. I think powers should be given to the police and the excise-officers to check illicit distillation. Villagers should have some power for the selection of the sites of shops, but for nothing else.

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Statements of Baboos Nobin Chunder Chatterjee, Kedarnath Roy, and supplemental statement of Baboo Ram Nath Roy.

We know there was much illicit distillation in various parts of the district under the sudder distillery system, but we cannot specify all the places in which it was known to exist, but the following are examples:—

1. In the village of Mahalpore a blacksmith's family was said to have habitually distilled liquor.
2. In Rajnuggar a Mahomedan was prosecuted and convicted.
3. We have heard that there used to be illicit distillation in Tantipara.
4. In Panchar one or two Brahmins used to distil illegally.
5. In Rupaspore there was distillation by a Brahmin.
6. In Birkichey, Kendoha, a Brahmin was prosecuted and convicted.
7. In Surbanandpore some families of *Sadgope* were said to have distilled.
8. In Aditvapore and Monoharpore some Brahmins used to distil illegally.
9. Seur. There was a prosecution at the Khasha village, at which the head *chasus* were prosecuted, and at which the *chasus* of Seur were implicated.
10. In Bulpore a Vaidya, who prepared illicit liquor and called it *mrittusanjibanee*, selling it from Re. 1-8 to Re. 1-2 per bottle, was prosecuted and fined.
11. Paharpore. There was a prosecution, but no conviction.
12. Pyerh. It was rumoured that there was illicit distillation by a Brahmin, but there was no prosecution.
13. Bairee. A *sooree* was prosecuted.
14. Sapur. A *sooree* was prosecuted for having manufactured liquor for the use of Vaidyas and others who employed him in their service.
15. Ballabpore. It is rumoured that there was illicit distillation.
16. Gopinathpore. Similar rumours against *Sadgopees*.
17. Amdohara. There was a prosecution, but we do not know who was prosecuted.
18. Ghoorsi. We heard of distillation by Mahomedans as well as Brahmins.
19. Indas. Not heard of any distillation.
20. Bipartikuri. Not heard of any distillation.
21. Lalpore. Much distillation by Brahmins, cultivators, &c.
22. Noapara. Distillation by Brahmins.
23. Daurka. Distillation by many Brahmins. (Baboo Kedar Nath Chatterjee is an inhabitant of this village).
24. Kurumba. Not heard of illicit distillation.
25. Rakharesvar. Have heard of illicit distillation by Pandahs.
26. Subalpore. Not heard of illicit distillation.
27. Babua. Not heard of illicit distillation.
28. Laghosa. Have heard of illicit distillation.
29. Kirinnahar. Heard of illicit distillation once.
30. Pakurhans. Heard of illicit distillation. There was a prosecution, but no conviction.
31. Jhilli. Not heard of illicit distillation.
32. Tarapore. This place is remarkable for illicit distillation. There is a temple of *Kali*, at which people drink freely.
33. Bijilpore. Heard of illicit distillation by Brahmins.
34. Jhalka. Heard of illicit distillation.
35. Dakhingram. Not heard of illicit distillation.
36. Kalesvar. Heard of illicit distillation.
37. Shingiri. There was a prosecution.

At Rampore Haut there is now one copper still, in which four or five gallons are distilled at a time.

There were six stills at Sooree under the sudder distillery system, but now there is one copper still, in which between two and a half and three gallons are distilled at a time. There is also at this shop an earthen still, in which between two and a half and three gallons are distilled at a time.

Statements of Baboos Indra Narayan Ray, Chandra Sikhar Tewary, Kali Kumar Banerjee, Nunda Lall Choudhuri, and Nobin Chundra Banerjee, Pleaders.

We have heard from habitual drunkards that they get headaches after drink, which they attribute to injurious substances being used in the preparation of liquor, such as *dhatura, kuchila, ganja*. They say that the liquor is strong and bitter owing to *kuchila* being mixed with it. This is always given as a surmise. We have heard also of *tari* being mixed with dhatura; people getting drunk of it become insensible. We have never heard of it in reference to pachwai. Our experience of pachwai drink is confined to the city and its surroundings, and here we consider that its consumption has decreased owing to the

comparative cheapness of country spirit; the lowest price of country spirits being 2 annas a bottle. Throughout the district the rumour is that the poorer people drink pachwai, while well-to-do people drink country spirit. Poor people drink country spirits as well as pachwai. There is perhaps no class of people who can do without pachwai. During the day they drink pachwai, and take rice-beer when they return home.

We think that drinking and drunkenness have increased. Drinking was unknown among actual cultivators—Banias (shopkeepers), artizans, such as carpenters, goldsmiths, blacksmiths, &c, but now all classes, without exception, take country spirits. We occasionally go to Mudon's baree and find people on the premises till 9 p.m., sometimes 10 p.m. They are at that time noisy and uproarious. In Mahomed Bazar, of which Baboo Indra Narayan Ray is a resident, people have been seen till 11 p.m., sometimes 12 p.m., at the outstill, which is situated at one end of the bazar. At this time of the year the labourers finish their work at 3 or 4 p.m., and then go to liquor-shops. Early closing will not have any check on drinking. The causes of increased drinking are cheapness of liquor and the facilities for obtaining it. Formerly there was a shop for every seven or eight villages, now there is a shop at a distance of every two miles.

We think that we should revert to the sudder distillery system. To put down illicit distillation we would recommend greater vigilance. We think that punchayets might be constituted for groups of villages with powers to enter and search any house in which they suspect that illicit distillation is going on, and whose duty it would be to report once every fortnight to the excise-officer. These powers should be exercised by the Commissioners of municipalities.

We have heard that some 60 stuffs are added to liquors, among which is *joyputu*—a poisonous vegetable. We hear it is given in Doninpore, and in special cases. Some school-boys are known to drink: some women of respectable castes, such as Brahmins, Kayasths, &c., have taken to the outstill liquor. Even Baishnavas have taken to drinking. The richer classes use outstill liquor: in some cases they have their liquor specially manufactured. Since the introduction of the outstill system the consumption of imported spirits by the richer class has decreased, and outstill liquor is much used by them.

Statement of Baboo Kedar Nath Chatterjee, Sooree.

I AM an inhabitant of Daorka village in this district, and on business reside in the town. I know so far of the two systems that under the sudder distillery system liquor used to be prepared in one place, and now under the outstill system it is manufactured in many places; so much so that in this district almost every village has a liquor-shop.

Owing to the introduction of the outstlll system I have every reason to believe that there has been an increase of drinking in this district among those that used to drink, but I cannot state exactly the extent of this increase.

I cannot say whether there has been an increase of drinking among school-boys, but there has been such an increase among domestic servants, following the example of their masters. The servants begin to drink by degrees, and at last, losing all self-control, they cannot but drink daily. Had there been no outstills, these servants with small pay could not take to drink. I think there has been an increase of drinking among agriculturists. All day-labourers are drinkers, and hence there is no increase in their number, excepting that they drink more now. There has been an increase of drinking among prostitutes: I cannot say so of the other classes of women. Those who did not drink under the sudder distillery system, or one had no reason to believe them to have been addicted to it, have now taken to drink.

It seems that the last five years have been somewhat prosperous in this district, but this, I think, is not the cause of increased drinking. I cannot give the exact retail prices of liquor but I know that the outstill liquor is cheaper. I know nothing of their comparative strength, but I have heard that dhatura is mixed with outstill liquor. Since the introduction of the outstill system there has been a decrease in the consumption of *tari* and pachwai. I have learnt from reliable sources that there was illicit distillation before, but I believe it has disappeared now, except as regards pachwai.

I do not know whether zemindars and other people of the richer class get their liquor prepared at outstills from materials supplied by them, but this seems quite possible, for men like these require a large quantity. I do not think the outstill system has led to an increase of drinking among the upper classes: they use imported liquor. I have heard on many occasions that liquor is sold at precluded hours, and I believe it is also sold in exchange for paddy, rice, &c., and even on credit. Drinking has produced bad effects upon the habits, manners, customs, and morals of those who are addicted to it. By the habit of drinking the circumstances of the rich, or at least of those who are not poor, have become worse: most of these drink country spirits.

It is difficult to ascertain the exact extent of the increase of drinking. To remedy its evils, prohibition by law is the only means. I would revert to the sudder distillery system, and have laws enacted empowering the police to keep vigilance for the suppression of illicit distillation. I do not think it advisable to give any power to punchayets, who might use them in such a way as would tend to accelerate quarrels, dissensions, and social disagreements.

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Statement of Baboo Ram Narayan Singh, Sooree.

I AM an inhabitant of this district. I know so far of the working of the two systems that the liquor prepared at the sudder distillery used to be examined by Government officers, whereas it is now manufactured at outstills by *soorees* (grog-shop keepers).

Owing to the cheapness of liquor and the multiplication of liquor-shops there has been an increase of drinking during the last five years among the following classes:—(1) school-boys, (2) domestic servants, (3) agriculturists, (4) women, (5) day-labourers.

Many that did not drink under the sudder distillery system have now taken to it. The causes of the increase in drinking are (1) the cheapness of liquor and (2) multiplication and proximity of liquor shops.

The state of things has become very bad during the last five years, and drinking is one of the chief causes. Under the sudder distillery system *anis* used to be sold at Re. 1-8 a bottle rum, prepared from goor, Re. 1 a bottle; and a third sort, prepared from mohwa, 4 annas a bottle; they are now sold at Re. 1, 10 annas, and 7 pice a bottle respectively.

The liquor manufactured at the sudder distillery was stronger than the present outstill liquor. The outstill liquor is more injurious to health than the sudder distillery liquor. It produces debility, headache, and thirst. I have heard that outstill-keepers mix with the liquor *dhatura, kuchila, jaitry,* and ginger during the *Holi* and other festivals. Since the introduction of the outstill system the consumption of puchwai has diminished. I have heard of illicit distillation before the introduction of the outstill system, and think that the practice has not disappeared.

I have heard that zemindars and other rich people used to get their liquor prepared at outstills from materials supplied by them. The outstill system has not led to an increase in drinking among the upper class. They use imported liquor, but I cannot state to what extent.

I have heard that liquor is sold during prohibited hours. The outstill-holders barter the liquor and give credit. The moral effects upon many drinkers have been bad. Owing to the use of the outstill liquor the circumstances of the following classes of people have become bad:—(1) school-boys, (2) servants, (3) agriculturists, (4) women, (5) ordinary shopkeepers, (6) goldsmiths, carpenters, blacksmiths, washermen, barbers, &c., &c.

The consumption of country spirit may be lessened, if its price can be increased and the number of shops decreased. For the prevention of illicit distillation I see no means except by the reduction of shops and an increase in the price of liquor. I would not give any power to the punchayet or any local body.

DISTRICT MIDNAPORE.

Statement of Mr. R. H. Wilson, Collector.

THE increase of drunkenness which Dr. Phillips has noticed amongst the Sonthals within the last five years cannot be due to the outstill system which has been in force in the Sontnal part of the district ever since 1874. In fact the sudder distillery system was only followed then for the seven years from 1867 to 1874. However, I entertain no doubt that there has of late years been an increase of drinking and with it of drunkenness amongst—

(*a*) The educated classes, who are directly or indirectly affected by European ideas and habits.

(*b*) The lower classes in towns of all castes.

(*c*) Certain low castes in rural tracts.

The increase of drinking amongst the educated classes I attribute to the, at all events, temporarily demoralizing effect of alien ideas on the Bengali mind. They have lost their old ideals and standards of conduct without having as yet fully gained ours. No doubt, however, when liquor is cheap people of this class drink more than when it is dear. The increase of drunkenness in towns is, I think, due chiefly to the cheapness of liquor under the outstill system.

The increase of drinking amongst low-caste people in rural tracts is also, no doubt, chiefly due to the greater facility with which liquor can now be obtained. I do not think that anything which we can do will greatly affect the habit of drinking amongst the educated classes.

In sparsely-populated tracts the outstill system is, as experience has shown, the only one possible. Even in tolerably populous rural tracts at a distance from any place, where a sudder distillery could be worked, the choice may be said practically to lie between outstill liquor and illicit liquor or none at all; and, however mischievous each may be, I do not think that, especially in malarious tracts, people who are occasionally obliged to undergo excessive exposure and fatigue should be altogether deprived of the use of stimulants at a reasonable cost.

In large towns I should greatly prefer the sudder distillery system if its working could be properly supervised, and if it were possible at a reasonable expense and without the demoralization attendant on the creation of artificial offences to prevent the importation within distillery limits of outstill liquor. But neither of these conditions are realized. If any one say that he can prevent abuses at a sudder distillery immediately managed by a darogah on low pay, it merely means that he is very easily hoodwinked; and I dare say you have seen as much as

I have of the hopeless confusion which results when a sudder distillery in a town has outstills to compete with it by stealth in the surrounding country. On the whole, then, I think we must stick to the outstill system, rigidly keeping down the number of shops and keeping up the upset prices. It might also be wise, as Baboo Peary Mohun Banerjee suggests, to limit the size of the stills allowed to be used under cheap licenses, in order to prevent their keeping down prices by competing with shops in populous places paying heavy license fees.

In the Sonthal country I should be willing to cut down outstills very greatly and try to get the Soories to brew pachwai as they do in Bankoorah. Here for some reason or other Soories do not brew pachwai, and that in small quantities. The cause of this difference is not clear to me.

Statement of Baboo Peary Mohan Banerjea, Deputy Collector.

I HAVE been resident here fer nearly four years. I have been Excise Deputy Collector here all the time, except for about 11 months in 1882 and 1883. I have got experience of the working of the sudder distillery and outstill systems in this and other districts I was in.

Drinking has no doubt increased during the last ten years, as the excise statistics show. In the place of 13,000 gallons consumed during the last year (1872-73) of the sudder distillery system, we have 77,000 gallons (estimated quantity) consumed in 1882-83 under the outstill system. The increase has taken place chiefly among the lower classes of people, such as palki-bearers, Mehters, Kurmis, Chamars, Doms, Teors, Korongas, &c. Roughly speaking, the extent of the increase is as 1 to 6.

School-boys as a rule do not drink at all. There are, however, black sheep among them, who drink and would drink irrespective of any system in vogue. The outstill system has not affected them to any appreciable extent.

As regards domestic servants, such as are in the habit of drinking, they have got greater facilities to drink under the outstill system. Agriculturists as a class abstain from drinking, except the Sonthals and Bhumij agriculturists. The latter have been affected by the outstill system. Among day-labourers and prostitutes particularly drinking has considerably increased.

There is no class of people, as a class, who did not at all drink under the distillery system and have learnt to drink under the outstill system; but this much can be said that among *all* classes drinking has increased under the outstill system.

The causes of the increase of drinking are the following:—

(1) The undermining of the old religious ideas of the people, which were very much against drinking.
(2) The imitative habits of the people, by which they have imitated the bad habit of the Europeans without their good qualities.
(3) Bad company.
(4) General prosperity of the people.
(5) Cheapness of outstill liquor.

The last five years have on the whole been prosperous as regards the classes that drink, and this prosperity has increased to some extent the consumption of liquor.

The retail prices of country spirits per quart bottle under both the systems are given below:—

	Sudder Distillery System.	Outstill System.
Double distilled liquor ...	1 to 1½ Re.	3 to 12 annas.
Single	4 annas to 6 annas.	1 to 2 annas.

The liquor consumed under the distillery system was stronger than that consumed now under the outstill system. I have no reason to think that the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries. The materials, mohwa, rice, and molasses used then, are used now. Dhatura or other poisonous substances are never used in manufacture or for adulteration afterwards, not even on festive occasions. We sent some two years ago some bottles of country spirits taken at random from different parts of the district to the Chemical Examiner, Calcutta, and he reported that there was no poisonous substance found in them.

Since the introduction of the outstill system the consumption of tari has considerably diminished, and that of pachwai to some extent only. The Sonthals use pachwai not only as drink, but as food too, so they cannot leave it altogether. They drink outstill liquor now and then. Before the introduction of the outstill system there was illicit distillation here and there, but since its introduction illicit distillation has disappeared. The reason of this is that owing to the cheapness of outstill liquor people do not run the risk of illicit distillation. Then, again, the outstill vendors act as detective officers, for it is their interest so to act.

In this district zemindars and other rich people do not get liquor manufactured at the outstills from materials supplied by them to the vendors. In Behar districts I found such practices. The upper classes do not as a rule drink country liquor. They use imported spirits; but now that outstill liquor is so cheap 25 per cent. of them are using country liquor. Under the distillery system the price for a bottle of country liquor was nearly on a par with a bottle of imported liquor, and so people used the latter as more respectable.

It is possible to get liquor from outstills during prohibited hours, but such instances are very rare. In rural parts of the district people seldom require liquor after

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8 or 9 p.m. It is in populous towns that liquor may be in demand to a late hour of the night, but the fear of detection by the police has a deterrent effect on such malpractices.

The holders of outstills never supply liquor in exchange for goods, such as ornaments, wearing apparel, &c., but they sell on credit, and do sometimes in the interior of the district, after the close of the rainy season, take grain in the harvesting season in liquidation of credit sale. People who drink drink generally for the purposes of intoxication. When they once commence to drink they seldom leave it off till they grow drunk: they thus ruin their health, become improvident and bring misery in their family. Then, again, drunkenness brings on in its train vices. Palki-bearers, when moving out, drink moderately; and they say they get additional strength by such drink. But when they come to their journey's end, they drink to excess and are worse than beasts.

The material prosperity of no class of people, as a class, has been considerably and injuriously affected by the use of liquor, but their prosperity would have been greater had they abstained from drinking.

All things considered, the outstill system is the only system that is workable in the interest of the excise revenue. The sudder distillery system leaves much room for undetected fraud on the part of subordinate excise-officers, such as darogahs and mohurirs, and much room for illicit distillation.

The only evil of the outstill system is the cheapness of the liquor sold at the outstills, and any remedy against this evil will be hailed by the country at large. We have now diminished the number of outstill shops; we have given shops where they are most required; we have been raising our revenue from country spirits year by year, but we have failed to make liquor dearer, so as to diminish drinking.

Any hard and fast rule about limiting further the hours of sale, or the days of distillation, or the age of the buyers, might look well on paper, but would not be workable for want of supervision. Low-paid darogahs, subject to temptation, will not do. High-paid inspectors, a sufficient number for each district, might do; but the cost would be great.

At present a vendor who pays, a monthly fee of, say, Rs. 200 a month, uses a still of the same size as another who pays a fee of Rs. 8 a month. If the size of the stills to be used could be fixed according to fees paid, liquor in the interior might not go so cheap as now. But this also requires honest supervision. I suggest this because it is of all other suggestions the easiest to work. I have no faith in local bodies, such as village panchayets, for this onerous and responsible work. They are not at all fit to be entrusted with the supervision of this work.

Statement of Baboo Umesh Chandra Batabyal, Deputy Collector, Tumlook.

I HAVE been in charge of the sub-division of Tumlook for three years. I have no experience of the working of the sudder distillery system in this sub-division. I have watched the working of the outstill system in this sub-division for the last three years, and I have also made enquiries regarding the sudder distillery system that was in force previously. The abkari darogah attached to this sub-division has been working directly under me for about two years, and I have some experience also in connection with the settlement of the outstill shops.

I believe that drinking has increased in my sub-division during the last ten years. Formerly the outstill system was in force. Liquor of a very mean order used to be manufactured in these outstills, and was then sold very cheap; but drinking was confined to low castes, such as palki-bearers and mehthars. Among the higher class only a man here and there, following the *tantrik* mode of worship, used to drink wines. When the sudder distillery system was introduced the low castes almost ceased to drink wine in consequence of the preventive prices of the spirits. Leaving wine they took to drinking tari or smoking gunja; meantime, owing to various causes, drinking began to spread rapidly among Brahmins, Kayasths, Baidyas, and other high castes, generally working in Government and mercantile offices. The progress of English education, and the consequent revolution in religious and social ideas of the people, has been for the last 30 years steadily undermining the old framework of the Hindu society. The higher orders have also been greatly influenced by the example of Europeans. Add to this the increase in general prosperity and the growth of luxurious habits generally among the people, and we have the causes that have led to increased drunkenness among the higher classes. Finally, when the sudder distillery system was abolished and the outstill system reintroduced, the new outstills began to manufacture wine almost of the same quality as was turned out by the sudder distilleries: but prices became much cheaper, and the lower castes again took to drinking, while the example of the higher classes now drew artizans and other intermediate classes also to drink. Thus while formerly, say 30 years ago, drinking was confined to inferior castes only, the higher classes took to drinking under the sudder distillery system, and now-after the reintroduction of the outstill system, all classs, high, low, and intermediate, have contracted drinking habits. Such a state of things has come into existence in almost all the large centres of population, such as Tumlook, Mysadul, Gewankhaly, Protappore, and Panskura.

The quantity of liquor consumed now-a-days is undoubtedly much greater than it was ten years ago, as manifest from the increased revenue notwithstanding increased cheapness. Habit of drinking has not extended itself to the purely rural tracts situated at a distance from

the outstills. Drinking has increased to some extent among school-boys, domestic servants, day-labourers, and women of the prostitute class; in the Tumlook town, particularly among prostitutes, shopkeepers, artizans, and boat's crew. Among agriculturists I think it has not increased to any appreciable extent.

Inferior castes like palki-bearers, mehthers, and day-labourers, such as boat's crew, almost left off drinking while the sudder distillery system was in force. They used to smoke ganja and drink tari; now they have taken to drinking again. Artizans, shopkeepers, and other intermediate classes have taken to drinking much more under the existing outstill system. So long as the leaders of society were orthodox Hindus or Mahomedans, there was a strong public opinion against drinking, and a wine-drinker was always subjected to social penalties. As there was no demand, there was also no supply. Men of the higher classes serving in Government and mercantile offices, having received English education and being guided by the example of their European masters, were the first to become infected with drinking habits. A general disintegration of the old social institutions has been steadily in progress for some time past, and the leaders of society having themselves taken to drinking, the other classes have been imitating them. Side by side with the growing demand for liquor, there existed an abundance of supply of English wines and spirits manufactured in the sudder distilleries. These are in my opinion the causes that have led to the increase of drunkenness.

The last five years, on the whole, have been prosperous in my sub-division as regards the classes that generally drink. There was an abundant supply of food-stuffs, and the prices, too, were low. Professional, trading, and labouring classes could save more to spend in luxuries. As a consequence the consumption of spirits has increased. Under the sudder distillery system country spirits were sold generally from Re. 1-4 to Re 1-12 a quart bottle. Under the outstill system the prices are from 4 to 12 annas a quart bottle. The liquor manufactured in the sudder distilleries was much stronger than it is now. The liquor distilled in outstills, being milder than that distilled in sudder distilleries, is less injurious. I have no reason to believe that dhatura or other poisonous substances are used either in the preparation of the country spirit or for adulteration afterwards. I have never heard of any such practices in this sub-division.

I have no experience of pachwai, but the consumption of tari has diminished. I have heard from credible sources that before the introduction of the present outstill system the *soories* used to have recourse to illicit distillation of spirits. Prices of sudder distillery wine being almost prohibitive for many classes, the soories secretly sold cheaper wine unlawfully manufactured, but this was very rare. The commoner abuse was the introduction of outstill liquor within or on the border of sudder distillery limits. There was a case of illicit manufacture in my sub-division this year, but it was exceptional. I do not think it any longer possible without detection under the present system.

I do not know whether zemindars or other people of the richer classes do ever get liquor manufactured from the materials supplied by them to the vendors. The increase in drinking among the upper classes cannot in my opinion be attributed to the outstill system. Had the sudder distillery system continued to exist, the higher classes would have continued to drink as they do now. The consumption of imported spirits in my sub-division is very small. I have reason to believe that liquor can be obtained from the outstill during the prohibited hours, but this practice is resorted to on rare occasions. Holders of outstills often sell on credit; they also receive ornaments and articles of dress as security for payment of prices.

(1) The evils of drinking do not practically admit of any remedy until there is a reawakening of the healthy public opinion formerly in existence. It has been truly observed that truth may be held as a superstition. The former generation rightly held wine-drinking in abhorrence, but they had forgotten the reasons which induced the organizers of Hindu society in olden times to prescribe drinking as a sin, and their sentiments against wine-drinking were but a superstition. Holding truth as a prejudice, the present generation of men were led to abandon the temperate habits of their ancestors. Happily signs are not wanting to indicate that there is a growing appreciation of the vicious consequences of drinking.

(2) It is incumbent, however, on Government to see that the supply does not at all exceed genuine demand. For the present we should take care that we do not multiply outstills. These should be confined to large centres of population only, and never allowed to be located in purely rural tracts. The outstill system upon the whole seems to be best suited to the circumstances of this country, but there should be a control exercised over unlimited manufacture. Means should be adopted to secure this end.

Statement of J. N. Phillips, Esq., American Missionary, Midnapore.

I HAVE been resident here since 1865. I have been a close observer of both the sudder distillery and outstill systems. I have the best of reasons for thinking that drinking has increased in this district during the last ten years, for I have seen more drunkenness amongst the poorer classes, particularly the Sonthals, during the past five years than ever before.

Drinking has increased among school-boys, domestic servants, agriculturists, day-labourers, and women to an alarming extent, particularly among the children of our ragged schools.

People belonging to classes which did not drink while the sudder distillery was in force have now acquired the habit of drinking, such as day-labourers and farmers. Drinking has increased chiefly amongst the aboriginal tribes. The causes to which I attribute the increase of drunkenness are—(1) the multiplication of outstills, (2) the cheapness of the liquor made.

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The last five years have on the whole been prosperous in this district, but it has not affected the poorer classes, amongst whomdrunkenness has so much increased. The retail prices of country spirits under the sudder distillery system varied from 12 annas to one rupee a bottle, while those current for the present system vary from one anna to three annas a quart bottle. I do not know whether the liquor consumed by the people was stronger than it is now, but I have reason to believe that the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries. The people say that outstill liquor is far more injurious than the sudder distillery liquor. I have heard of poisonous substances being used, and serious complaints from the poor people. I do not know that since the introduction of the outstill system the consumption of tari and pachwai has diminished, nor do I know anything about the existence of illicit distillation of spirits. I do not know if the zemindars and other people of the richer classes ever get their liquor manufactured from their own materials. I think the outstill system has led to an increase in drinking among the upper classes. The higher classes use imported spirits more largely than ten years ago. I do not know whether liquor can be obtained from outstills during the prohibited hours, but I believe from the evidence that I hold trustworthy that liquor can be obtained at the precluded hours. The holders of outstills supply liquor in exchange for goods, such as grain, ornaments, &c. The Sonthals part with their grain, jewels, cattle, and land even, for liquor supplied at outstills. The moral effects of drinking upon the people, as a rule, are debasing to the moral nature. The material prosperity of common labourers, Hindus, Sonthals, and others who drink the outstill spirits has been injuriously affected by the habits of drinking. As I cannot regard intoxicating liquor either food or as common necessity, I should limit the sale of them to the sudder station, and check the sale by strict regulations as to hours of sale, amount of production, age of buyers, &c.

Statement of the Revd. Thos. W. Burkholder, embodying replies to questions put by him to a meeting of over 60 *Sonthal teachers.*

Of the prices of liquors of the sudder and the outstills they gave respectively from 6 to 12 annas and from 3 to 6 pice per bottle.

In regard to drinking by school children, they almost to a voice testified to the *spreading* of the vice among them, and I can testify *personally* to having seen the same.

As to taking articles in exchange for liquor, they strongly testified, some declaring that they knew personally of clothes, brass dishes, cattle, grain, and even land, being given in exchange for the vile stuff at the outstills; also that they knew of credit being given if the buyer had cattle, land, &c., to give as security.

That the destructive habit is on the *increase* among the upper classes they gave decided testimony, instancing those cases resulting in suicide from drink.

That among day-labourers it has augmented to 14 annas, and that those who were never known to drink before the outstills came into use have acquired the habit, they bore testimony. As to the increase among the better classes, they cited an instance of a Brahmin who contracted a debt of Rs. 1,300 simply for drink.

In reference to the *causes* of the increase of drunkenness and crime in the mofussil where they live, I could in no way, by any argument of mine, bring them to the position taken by His Honor the Lieutenant-Governor, viz. that the increase *might* be attributed to increased prosperity during the last five years, but they rather asserted every time, *persistently*, and contested the point with me, that it was due *solely* to the multiplication of outstills.

In reference to poisonous substances being used, they said dhatura, pat, and dakta were employed, and that the introduction of the stills has not decreased the use of tari or pachwai, but rather the opposite,—has *increased* their use because of the depraved and greatly increased appetite for something strong, induced by using the liquor of the outstills.

Indisputable testimony was given to the fact that zemindars and others of the richer classes get liquors manufactured by the vendor at the outstills.

In regard to laws and rules concerning vending of liquors, almost to a man the evidence was that no rules or laws are observed in the sale; that at midnight, at any hour, liquor can be had.

One does not expect to meet with *very* much moralising on the part of the devotees to strong drink even in Christian England, much less do we look for it among the lower classes in heathenism, or among a people so low down as the Sonthals are reckoned as being. The only moralising I have heard is—"The Government gives us the right—makes or *causes* it to be made, so we can procure it, and why should not we drink?" But when I put the point of morals squarely to the convention, they to a man said, "*They grow worse.*"

On *illicit distilling* they testified that it had *increased*, and not decreased, since the introduction of the outstills.

I asked finally, what would you all suggest in order to remedy the evils of the system as at present noted by you? To a man they said, "*Do away with them at once.*" Is this not decisive ground, not to be lightly treated or passed over in silence, coming as it does from those among whom the evil—yea, may I not say *curse*—is dealing its deathblows speedily and surely?

Finally, may I not ask for a consideration of the facts I have herein given, doing it from no mercenary, but purely philanthropic motives, having the interest not only of the people among whom I see the dreadful effects of drinking, but also the best and highest interest of the Government to live under, which is the glory of every true Englishman?

Should further facts be desired by you, I will be most happy to afford you all in my power. Asking your Commission to give these statements of facts a place in your counsels in making up your report to the Lieutenant-Governor, I pray that wise counsels may prevail in all your doings in regard to the interests of India's millions.

EVIDENCE OF WITNESSES IN THE PRESIDENCY DIVISION.

DISTRICT 24-PERGUNNAHS.

Statement of A. Smith, Esq., Offg. Commissioner of the Presidency Division.

I HAVE seen the working of both the sudder distillery and outstill systems as Commissioner of Orissa from 1878 to 1883, and as Commissioner of the Presidency Division since last December. I had experience also of the sudder distillery system as Collector in different districts from 1860 to 1877.

There is no doubt that the consumption of spirits has increased. This I attribute partly to the growth of population and partly to the increasing prosperity of the people, which places the drinking classes in possession of the means of procuring liquor to a larger extent than formerly.

I do not think drinking has increased among school-boys, domestic servants, agriculturists, day-labourers, and women. Allowing for casual fluctuation, the last five years have been generally prosperous, and the larger receipt of money and the smaller amount required for necessaries, owing to the cheapness of food, have left more money available for disbursements on luxuries, and stimulants have been more largely used. This is noticeable under both the sudder distillery and outstill systems. The cheapness of rice where it is an ingredient used in the manufacture of spirits has also tended to make them cheaper.

The retail prices under both systems vary with the cost of preparation; and if duty is levied, the rate of duty also affects the price. The seller must in fact charge such a price under the sudder distillery system as will cover the duty, the cost of distilling, distilling charges, the distiller's profit, the cost of conveyance, the vendor's license fee, and his profit. Under the outstill system the price must be such as to cover the license fee for the outstill and the cost of manufacture. The license fee of the vendor under the sudder distillery system and the fee for the outstill under the outstill system being determined by auction competition secure to Government as much of the surplus over the cost of manufacture as possible The vendor under the outstill system may be tempted to try to realize increased sales by low prices to a larger extent than under fixed duty system. It is generally said that as a matter of fact the price of liquor under the outstill system is less than under the sudder distillery system. Thus the price under the sudder distillery system at the head-quarters being Re. 1 to Re. 1¼, under the outstill system it is said to be about 12 annas to 8 annas.

The strength of both varies at different places, but there is no doubt that as a general rule the sudder distillery liquor is of greater strength than that produced at the outstills.

I noticed that consumption of tari and pachwai has diminished on the introduction of the outstill system in some parts of Orissa.

A priori it is reasonable to infer that such illicit distillation will be less under a system in which the vendor is interested in supporting illicit distillation than under one in which he is directly interested in putting it down. I have no doubt that it is less now. It would be all the more likely to be less where the vendors under the old system get their spirits largely from illicit manufacturers. The manufacturer being aware of their knowledge and their interest in seeing that illicit trade is stopped would hardly venture to continue it, and would probably find it best to help his old partner in his authorized business.

Cases of zemindars getting liquor manufactured from their own materials have not come to my knowledge, but they may occur. I do not see any very serious objection to the practice. If the zemindar and distiller arrange purchase and sale in that way I do not see why they should not.

I do not think that the outstill system has led to any increase in drinking; the upper classess, when they want spirits, can get them, whether the system is sudder distillery or outstill. I believe they use imported liquors largely in preference to country spirits.

I do not believe that liquor is obtained as a rule at precluded hours, though I do not doubt that at times such cases occur.

Sale for barter of other goods is forbidden, and an agreement not to sell in that way is contained in the license. I do not doubt that such sales are of rare occurrence, though they may be risked at times. Sales on credit are not prohibited.

When the habit is carried to excess, the influence cannot but be bad. In moderation I see no reason to think that the result is worse than that which follows the use of beer among the working-classes at home. In his last report the Collector of Krishnaghur says that it is believed to increase the strength and render those who use it less liable to attacks of malarious fever and other diseases. This was also believed of the use of opium in parts of Orissa.

Individual instances where the habit of drinking has led to evil results can be given, but I am not aware of any cases where the habit has injuriously affected the prosperity of a class.

I have no change in the present system to suggest. I do not think any advantage would result from empowering municipal and other local bodies to control the manufacture and sale.

24-Perghs.

Statement of Mr. C. C. Stevens, Collector of 24-Pergunnahs.

I HAVE been in the 24-Pergunnahs about three years in all,—first in 1864, and latterly for about two years.

I have had experience as Collector (without taking into consideration my earlier service) of the sudder distillery system in Nuddea for 8½ years, of the outstill system in Beerbhoom and Dacca for about 1¼ years, and of the two systems in Burdwan for three months, and in the 24-Pergunnahs for two years.

The following table has been prepared from the records of the Excise Office :—

Year.	Sudder Distillery Shops.		Outstill Shops.		Total revenue in rupees.
	Consumption in gallons.	Revenue in rupees.	Consumption in gallons.	Revenue in rupees.	
1874-75	17,094	58,392	.....	.....	58,392
1875-76	19,191	59,923	.....	.....	59,923
1876-77	20,253	75,876	.....	.....	75,876
1877-78	20,880	89,344	.....	.....	89,344
1878-79	17,717	76,868	.....	10,025	86,893
1879-80	15,728	65,060	5,637	24,620	89,680
1880-81	9,136	43,076	33,228	1,02,463	1,45,539
1881-82	11,852	58,274	37,068	84,107	1,42,381
1882-83	18,818	81,773	47,527	72,756	1,54,529
1883-84	16,841	83,621	48,638	76,818	1,60,439

This table shows an increase of consumption between 1877-78 and 1883-84 from 20,880 gallons to 65,479. While the revenue has considerably less than doubled itself, the admitted consumption has considerably more than trebled. It may be observed that in 1883-84, while the quantity of outstill liquor admittedly consumed was nearly three times the quantity of sudder distillery liquor, the revenue derived from it was actually less. It may be objected that these comparisons are not perfectly fair, because "consumption" in the case of distillery spirits means "quantity taken from the distillery to the shop," and in the case of outstill spirits, it means "quantity placed at the disposal of the public by the vendor," and therefore it may be said that I am comparing figures relating to strong liquor on the one hand with figures relating to weak liquor on the other. There is some truth in this. But my reply would be that it is not fair to assume that the figures given to us by the holders of outstills (and these are all we have to depend upon) do relate to this weak liquor as it passes out of the shop. The accounts of distillery shops do not show this; they exhibit only the quantity of the distillery liquor in its original shape which passes out of the vendor's store to be diluted and sold. I shall show later that there is no reason to suppose that spirit distilled in outstills is much weaker than that distilled at the central distilleries.

The truth is, however, that the figures showing the consumption of the outstill shops are not entirely to be trusted; it is perfectly certain that they are much understated. The vendors have no interest in telling the truth, and they have an obvious interest in leading the excise-officers to underestimate their profits. It would be easy to give instances in which the alleged consumption cannot possibly be correct. Another circumstance, the exact effect of which cannot be measured, is the illicit exportation of outstill liquor into distillery limits. The superior cheapness of the outstill liquor affords the strongest inducement for smuggling, and there are indications that smuggling of this sort is carried on not merely on a small scale by private consumers, but as a trade.* It seems improbable that liquor so passed into consumption is entered in the vendor's books.

* In a case which occurred some time ago the smuggler was found to be wearing a neatly-constructed tin jacket.

On the other hand, it may be said that the returns of the central distilleries omitted to show the quantity of illicit liquor consumed. What quantity of spirits illicitly manufactured has passed into consumption it is impossible even to guess. I am inclined to doubt whether illicit distillation was so prevalent as it is sometimes thought to have been. I have had the records of this district for the last ten years carefully examined, and have only discovered two cases of illicit manufacture. One of them occurred in the year 1875-76 and the other in 1876-77, about the time, if I am not mistaken, when the duty was raised to Rs. 4 per gallon. In the Nuddea district, where I was employed for 8½ years and gave much attention to the Excise Department, I am confident that there was little or no illicit distillation. During my last cold weather tour in that district I made the most minute and careful enquiries on this point, but could not hear even rumours of such practices; and so far as that district is concerned, the fact that the revenue from country spirit has never recovered itself—it was less by Rs. 4,144 in 1882-83 than in 1877-78, after which the outstill system was introduced—bears out the accuracy of the information obtained, and justifies the advice not to press the outstill system which I then gave to the higher authorities, but which they were pleased to reject. While I think that the amount of illicit distillation has been overestimated, especially in the more thickly-populated tracts, I nevertheless admit that, beyond any doubt, cases occurred in which liquor produced in the distilleries was illegally passed out with the connivance of the darogahs. The extent to which it was done depended on the amount of supervision to which the distilleries were subject. I believe it was really small where the distilleries were at the head-quarters of districts or of sub-divisions, and were therefore easily watched.

The nature of the subject is such that perfectly accurate comparisons of the consumption under the two systems cannot be made, since several disturbing causes (the precise effect of which it is impossible to measure) must be taken into consideration. Making allowances, however, for all malpractices which existed or still exist, I believe that the quantity of liquor actually consumed is, in the two districts of which I have had most experience, something like three times what it was when the outstill* system was introduced. And it seems eminently likely that the consumption should increase, for the taxation under the distillery system was really very heavy. In 1877-78 in the 24-Pergunnahs 20,880 gallons paid Rs. 89,344 of revenue, or nearly Rs. 4-5 per gallon, equivalent to Rs. 8-10 per dozen quart bottles. In the same year in Nuddea 8,970 gallons paid a revenue of Rs. 44,146, or nearly Rs. 4-14 per gallon, equivalent to Rs. 9-12 per dozen bottles. Under these circumstances it is clear that country spirit was a luxury not within the reach, except rarely, of the lower classes. It was indeed the most expensive of the principal intoxicants, and was as dear as the cheaper imported spirits.

* No doubt, however, it would be unfair to attribute the whole of this increase to the introduction of the outstill system. I have elsewhere shown that other more general causes have been in operation.

I cannot speak from my own experience, but I am informed that drinking has increased among all the classes named in the questions circulated by the Commission except schoolboys. It has probably increased little among agriculturists, and much among townspeople.

I have not heard that any new classes have been affected.

As I have had no recent experience of this district before the introduction of the outstill system, I am not in a position to institute a comparison for myself, but it is generally considered that there has been an increase of drunkenness. And this seems to me to be probable, since, beyond all doubt, causes have been working which have a tendency to produce such a result. Some of these causes are general, and are not peculiar to the outstill system, or even to the consumption of country spirit, while others appear to me to have their origin in the outstill system. Among the general causes are these—

(1) Removal of checks of a social or religious nature, which were in former times more or less effective in preventing the consumption of intoxicants by the better classes.
(2) Absence from home and home influences in the case of men coming from the country to town for employment.
(3) Want of provision for innocent and intelligent recreation.
(4) Provision of recreation neither innocent nor intelligent.
(5) Perhaps to a slight extent desire to imitate what are supposed to be European models.
(6) Among the lower classes the bad example of the higher.
(7) Increased wages.

The particular causes in the case of outstill liquors are—

(1) The readiness with which it may be obtained .
(2) The low price at which it may be bought.

I understand that the last five years have been prosperous in this district. It must be remembered that the excise revenue is derived mainly from the towns, and it is the prosperity of the townspeople rather than that of the district generally which is relevant to this enquiry. In the 24-Pergunnahs wages are high, while the prices of necessaries do not seem to have risen in proportion. Every year sees the establishment of new mills and other enterprises involving fresh demand for labour. The increase of prosperity so attained has no doubt affected the consumption of liquor, and would have done so even if the central distillery system had remained in force everywhere.

The price of country spirit under the sudder distillery system may be taken to be from 14 annas to Re. 1-4 per bottle, according to its strength; the ordinary price in Nuddea was from Re. 1 to Re. 1-4 after the duty was raised to Rs. 4 per gallon. The price of outstill liquor in this district is said to be from 6 annas to 10 annas per bottle. I believe it is cheaper elsewhere.

The usual strength of distillery liquor has been from 15 to 25 degrees below proof at a temperature of about 80 or 85 degrees. The excise Deputy Collector has had some outstill liquor tested for me with the following results:—

Locality of Outstill.	Temperature.	Hydrometer reading in degrees below proof.	Duty chargeable at sudder distillery.
			Rs. A. P.
Bagerhat	92°	12°	3 6 0
Ditto	91°	17°	3 2 0
Bamonghata	93°	27°	2 12 0
Duttapooker	92°	13°	3 6 0
Barasat	92°	8°	3 8 0
Badoo Bazar	92°	17°	3 2 0
Budge-Budge	91°	15°	3 4 0
Ditto	91°	37°	2 6 0
Ditto	93°	20°	3 0 0
Average	92°	18°	3 1 7 nearly.

24-Perghs.

These specimens were tested at a rather high temperature. Had they been tested at a temperature between 80° and 85° the hydrometer readings would have been about 4° lower than those shown in the table; the average would then have been about 22° below proof. These figures indicate that the outstill liquor as distilled is but little, if at all, weaker than the distillery liquor. But it seems rash to assure that either invariably reaches, or ever has reached, the consumers, undiluted. The truth is, I believe, that in both cases the retail vendor dilutes his liquor to the extent required to suit the taste or the purse of each particular purchaser.

I have not heard the complaint that the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries. I have heard that occasionally dhatura, an infusion of sajina bark, and tobacco water, are used to give a fictitious pungency and strength to the liquor; but I should be inclined to doubt whether such practices were unknown in former times, or are confined to the outstill system. The liquor distilled at central distilleries is so expensive that, no doubt, there must be a temptation to dilute and adulterate it. I have not heard that poisonous substances are specially used on the occasion of the *Holi* and other festivals.

We have no means of ascertaining the consumption of tari and pachwai; but if we grant that the activity of the police is constant, I think we may fairly assume that the consumption varies as the revenue paid. The following table will show how matters have stood in the 24-Pergunnahs and in Nuddea during the last ten years:—

Year.	Pachwai.		Tari.	
	24-Pergunnahs.	Nuddea.	24-Pergunnahs.	Nuddea.
	Rs.	Rs.	Rs.	Rs.
1874-75	48	1,019	25,?55	482
1875-76	40	1,247	26,914	532
1876-77	8	1,098	28,463	440
1877-78	.....	1,191	34,072	457
1878-79	.....	1,011	40,504	591
1879-80	.....	875	38,704	723
18?0-81	.....	876	39,703	807
1881-82	32	1,034	4?,132	569
1882-83	474	1,368	42,555	533
1883-84	391	Not known to me.	45,658	Not known to me.

In the Nuddea district the consumption of pachwai is, at least used to be, almost confined to the tract (not very extensive) north of Kishnaghar in the sudder sub-division. This tract is populous and contains two police-stations, and I do not believe that much illicit preparation of pachwai goes on. The fluctuations are considerable, but on the whole it may be said that the revenue is nearly stationary. In the 24-Pergunnahs, on the other hand, pachwai is made and consumed by the Boonas, who are the pioneers of civilization in the Sunderbuns. Their settlements are comparatively difficult of access and far from the thanas. If the police are inactive the revenue from pachwai is nil; even if they are active it is inconsiderable, and not worth taking into account in this enquiry.

Tari is largely consumed in the 24-Pergunnahs, but little in Nuddea. The revenue derived in both districts showed a decided tendency to increase up to the time when the outstill system was introduced. In Nuddea this tendency continued till 1881-82, when the revenue began to fall. In the 24-Pergunnahs there was a decrease of revenue in 1879-80, but there has been a gradual increase since that year. I am inclined to think that the outstill system has interfered with the consumption of tari, though not to a large extent. Tari can be had for about an anna per seer on the average, and is thus much cheaper than country spirits are even under the outstill system.

I have already referred to the subject of illicit distillation and have little to add to what I have said. It appears to me that raising the duty to Rs. 4 per gallon was a step eminently calculated to produce illicit distillation. At the same time only two cases were discovered in the 24-Pergunnahs, and I doubt whether the practice was common in any of the more advanced districts. Those who think otherwise point to the small average consumption of the country shops, which, they say, must be carried on at a loss if the recorded figures represent the real quantities consumed. They thus infer that unlawfully-distilled liquors were sold in addition to those procured from the public distilleries; but they are evidently unaware that it is usual for at least the country vendors not to confine their operations to spirits, but to hold licenses for ganja and opium and other articles subject to excise. I have actually examined accounts of such shops, and have found that though the profits of a single article might not be such as to justify the existence of the shop, the aggregate of the profits derived from all sources was sufficient. Sometimes a shopkeeper will carry on his trade in one article at a loss, rather than give up the license and allow a competitor in the sale of spirits or drugs to obtain a footing. Sometimes a vendor who has one good and paying shop will take another in the neighbourhood which does not pay, his object being in this instance also to shut out competition. He trusts to make a profit on the whole. In the small town in England where I was living the revenue stamps are sold by a man who sells books and stationery. I have never heard it suggested

that because his legitimate profits on the sale of stamps are insufficient for his support, he must certainly be surreptitiously manufacturing or distributing forged stamps and gun licenses.

This argument is merely an example of the way in which figures may be misused by persons whose knowledge of a subject is merely arithmetical. I know of no department in which a minute and practical knowledge of details is more desirable than it is in the Excise Department. Of course I shall not be understood to say that statistics of the kind which I have mentioned are useless for the purpose of supervision; on the contrary, they are of great value, and it is only when they are accepted as containing all the information worth having that they are mischievous.

While I do not believe that in the advanced districts there was much illicit distillation under the central distillery system, I must admit that there is probably less under the outstill system, and so there would have been under the central distillery system if the duty had been reduced instead of being raised.

I have not heard of zemindars and other people of the richer classes sending their own materials to the outstills to be distilled.

The outstill system has, I am informed, led to some increase in drinking among the upper classes. It is probable that the cheapness of the liquor has had its natural effect in increased consumption among those who take such spirits. I know that some consider country spirit more wholesome than the cheap imported spirits. Those among the educated classes who can afford such luxuries prefer imported spirits and wines, but as the number of shops where these things are to be procured is small in comparison with the number of country-spirit shops, it follows they are in some instances more difficult to procure than country spirit.

I am informed that liquor can be obtained by approved customers during the unlawful hours. Probably this practice might be checked a little, though not entirely, if rigorous proceedings were taken against offenders.

I am informed that sometimes vendors do supply liquor in exchange for grain, wearing apparel, &c., and that they sell on credit, but this is not a peculiarity of the outstill system. The manager of the Baranagor Jute Factory says that some of the workers (who obtain their supplies from central distillery shops) "give almost the whole of their week's earnings when they come out of the factory on Saturday."

The moral effects of drinking on the people addicted to it are no doubt very bad. I am unable to speak from personal experience except as regard official subordinates and domestic servants.

The material prosperity of workmen and artizans has certainly been affected injuriously; they earn high wages and, if they saved them, might be very well off. They consume principally country spirit. People of higher rank, such as professional men and officials, are known to have marred their prospects by addiction to imported or locally manufactured spirits.

Before proceeding to make any suggestions for limiting the consumption of country spirits, I wish to offer a few observations on special points connected with it.

Those who are prepared to press most strongly the advantages of the outstill system urge that one of these advantages is that cheap and wholesome liquor is taking the place of deleterious drugs such as ganja. There is a little truth in this argument, but it should not be pushed too far. Country spirits must be made very cheap indeed before they can take the place of ganja to any great extent; I do not think that they can take the place of opium at all. The statistics appended to the Board's report show that the consumption of opium fell from 1,767 maunds 31 seers in 1877-78 to 1,755 maunds 28 seers in 1878-79 (the revenue, however, increasing by some Rs. 80,000), but it rose again in 1879-80 to 1,796 maunds 38 seers, while the revenue received a further increase of nearly Rs. 1,64,000. It is true that while ganja in 1877-78 was consumed to the extent of 8,410 maunds 33 seers 14 chittacks, and produced a revenue of Rs. 14,04,372 in 1877-78, the consumption fell in the next year to 5,460 maunds 11 seers, and the revenue to Rs. 13,45,549, but the consumption in 1882-83 rose to 6,430 maunds 33 seers 4 chittacks, and the revenue to Rs. 18,99,530. The great and sudden fall in 1878-79 is not fairly attributable to the measures taken in that year to extend the outstill system. The truth is that in the year 1878-79 there was an extraordinary failure in the ganja crops as well as a reduction in the area cultivated, and the quantity produced fell from 9,448 maunds 7 seers to 3,768 maunds. The consequence of course was an enormous increase in the price. There was a partial failure in the next year. In 1880-81 the outturn was much larger, but still the season was not altogether favourable; in 1881-82, again, though the area under cultivation was considerably increased, the outturn was even more seriously diminished by unpropitious weather; in 1882-83 this adverse condition did not exist, but the area cultivated fell to about two-thirds of that of the previous year, and consequently the outturn was again diminished. In 1882-83 the whole produce was only 6,264 maunds 16 seers, while the consumption was 6,430 maunds 33 seers 4 chittacks. Thus there have been special causes at work unconnected with outstills which have limited the production of ganja in every year since the outstill system was extended. At the same time it is to be observed that the duty on ganja has been steadily and largely increased of late years, and this has had a great effect on consumption. In 1871-72 the quantity of ganja consumed was 10,750 maunds 31 seers 9 chittacks, and the revenue was Rs. 11,89,706, while, as we have seen, in 1882-83 Rs. 18,99,530 of revenue was raised from 6,430 maunds 33 seers 4 chittacks of ganja. This very desirable state of things, however, was not brought about suddenly, nor did the improvement commence simultaneously with the extension of the outstill system. As compared with 1871-72, in 1877-78 the quantity consumed had decreased by 2,340 maunds, while the revenue had increased by Rs. 2,14,666.

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I think I have now shown that the main causes which have limited the consumption of ganja are not the extension of outstills, but, first, the policy of the administration steadily adhered to for many years before that extension, and secondly the subsequent decrease in production occasioned by a distinct set of circumstances.

I now wish to notice a passage in the Government Resolution on the Excise Report for 1882-83. It will be found in paragraph 5 and runs thus:—"In the suburban tract of the 24-Pergunnahs, where only shops supplied from sudder distilleries are allowed, there was an increase in consumption from 11,852 gallons to 18,818 gallons, and in the fees paid for licenses from Rs. 18,820 to Rs. 20,081, while in the adjoining tract served by outstills there was a falling off in the license fees from Rs. 84,107 to Rs. 72,756." These figures are quoted as tending to "establish beyond doubt the fact that a large increase in the consumption of liquor has taken place altogether independently of any operation of the outstill system." The author of these words, however, forgot that the sub-division of Sathkhira* had been removed from the rural tract of the 24-Pergunnahs to form the new district of Khulna, and thus omitted to notice that he was comparing the 24-Pergunnahs of 1881-82, which included that sub-division with the 24-Pergunnahs of 1882-83, which did not. He further disregarded one of the explanations assigned for the increase under the sudder distillery system, and that is, that† great efforts were made during the year to prevent the introduction of outstill spirits into the suburbs, and consequently‡ outstills near the distillery limits fell in value. This is indicated by the figures themselves, for the increase in the recorded consumption of spirits in the suburbs amounted to over 58 per cent., while the license fees increased by less than 7 per cent. It is evident that 11,852 gallons do not represent the whole consumption in 1881-82; and that the excess was due to the surreptitious introduction of outstill liquor. The figures which are quoted do not therefore, except in a very limited way, support the conclusion which is drawn from them.

* The income from country spirits in 1881-82 from this sub-division was Rs. 5,064.

† In 1881-82, 41 persons were charged with this offence, of whom 33 were convicted; in 1882-83, 78 were sent up, of whom 70 were convicted; in 1883-84, 40 were convicted out of 43 sent up.

‡ The reduction in the license fees of only five stills amounted to Rs. 4,320.

Another statement in the same paper to which I wish to allude is this:—"*If the increase* in the outstill tracts had at all kept pace with the increase in the area under the sudder distillery system, the increase in the former should have been much larger than Rs. 1,18,000 when an§ increase of Rs. 88,000 was obtained in the latter. The population supplied by sudder distillery shops does not exceed 3 millions, while over 63½ millions are supplied by outstill. This seems to show that there is a still a larger margin for the levy of revenue and consequent increase in the selling price of liquor under the outstill system, and that in some districts the arrangements for exacting the highest prices for licenses consistent with the discouragement of illicit distillation are still far from complete." The conclusion may be true, but I demur to the argument. It is just as correct to say that 63½ millions are supplied by outstills as it would be to say that in the United Kingdom 30 millions are supplied with champagne from France. The truth is that an enormous majority of the 63½ millions never touch intoxicating liquor of any kind. If I remember rightly, in Nuddea the people living in the towns, constituting about 5 per cent. of the population of the district, paid about two-thirds of the excise revenue. In 1882-83 Calcutta, including the suburbs, with a population of 684,658, contributed a revenue of Rs. 10,12,436, while the whole of the rest of the Presidency Division, with a population of 7,520,254, gave only Rs. 2,88,748; and of this comparatively small sum, no doubt, far the greatest part was paid by urban tracts. In many villages where I have made enquiries I have not found a single person who drank spirits. Unless the agricultural classes change very greatly in their habits in this respect—a change which would be deplorable—it is out of the question that their consumption per head will be more than insignificant in comparison with that of the towns.

§ Nearly a quarter of this increase was obtained in the 24-Pergunnahs alone, in the manner explained above.

I now come to the enquiries as to limiting the consumption of country spirits, and in answering them to the best of my ability, I wish it to be distinctly understood that I have regard only to the districts of which I have had recent experience, and to others resembling them in their general conditions.

In making suggestions, the first thing which seems to be necessary is to form a clear idea of the object to be attained. ‖ The Board's rules used to lay down that the object of levying an excise duty on intoxicating liquors and drugs is to raise the largest possible revenue from those substances consistently with the greatest discouragement of their use. It was assumed that there is some means of simultaneously attaining these two maxima. Is this assumption correct? and if it is not correct, which is to give way, the revenue or the discouragement? The assumption was no doubt incorrect. Take the case of ganja: I have shown that up to the present time the revenue has increased while the consumption has on the whole decreased; and so long as this can be attained, there can be no difficulty in deciding that the policy followed hitherto shall be followed for the future. But if the consumption steadily decrease, it is obvious that a point will be reached at which the revenue must fall off. A consumption of 1,000 maunds would not be likely to bring in the present revenue of between 18 and 19 lacs

‖ I am here refering to the rules as they were before they were changed so as to harmonize with the extension of the outstill system. Under the rules as they stand now, the object is to "discourage intemperance as far as it is possible to do so without interfering with the ordinary requirements of those classes of the people who are in the habit of using the articles thus taxed." This is a lower aim than that which preceding administrations kept (or hoped to keep) in view. I doubt the propriety, in the case of more injurious substances, of the Government's abstaining from interference with ordinary requirements. With reference to such articles of consumption, the old policy seems preferable.

of rupees. When the revenue begins to decline, the Government will have to decide whether the restrictions are to be relaxed or the revenue given up. Probably the latter course will be preferred.

The case of country spirits, however, as well as that of tari and pachwai, is somewhat different from that of ganja, since it seems possible to carry the discouragement of its use too far. We cannot ignore the fact that the desire for some sort of stimulant is natural to man. Throughout the world we find intoxicant drugs or liquors used, and the most diverse materials employed for their production. Is it practicable to repress this natural desire completely? I do not think it is; nor do I think that Government is bound to pretend to do it. Absolute prohibition is impossible. The materials necessary for distillation or fermentation are ready to every one's hand, and excessive discouragement is certain to lead to illicit practices, which will meet with much encouragement and sympathy. The police will be bribed wholesale and demoralized, and it will be only a step from disregard of revenue laws to contempt for the laws in general. The questions, then, are how far discouragement ought to be carried, and by what means. Very complicated, and sometimes conflicting, considerations are involved, and I do not think that the answers can be condensed into a very small compass, or that answers can be given which will suit all times and all conditions.

Speaking very generally, however, it may be said that Government need not, and should not, take any measures which will encourage the introduction of the habit of drinking among classes or individuals at present abstaining, and that Government ought to reduce all facilities which already exist for the misuse of intoxicating liquors. It is not necessary to define what constitutes misuse, for it appears to me clearly established that there is such misuse under existing circumstances.

The first and most obvious measure is to endeavour to raise the price of the liquor to the highest point compatible with the absence of illicit practices; and by the absence of illicit practices I do not mean their entire absence, for under any system of excise whatever there must exist a temptation to commit them, and it is hopeless to expect that the temptation will never prevail.

The higher the price, the greater the profits of smuggling and the larger the sums which can be paid in the shape of bribes to avoid detection and punishment. We must therefore make up our mind to the existence of some malpractices. But so long as the cases are few and the produce is so small as not materially to increase the total consumption, I think we should do good on the whole by raising the price. To this end I would reintroduce the central distillery system into whatever parts of the country would bear it. I have no hesitation, for example, in saying that I think the Nuddea district would bear it. It was my misfortune to be censured for making this assertion in 1878. But events have shown that the censure, even from a revenue point of view, was wholly unmerited; for, notwithstanding the inevitable increase in consumption under the outstill system, the revenue fell off at once and had not recovered up to the end of 1882-83.

On the other hand, it must be admitted that there are tracts (and those very extensive) to which the central distillery system is not adapted: the population is too sparse, shops are too few, distances are too great, the means of efficient supervision are too small, and evasions of the law too easy and too easily concealed. In such regions the outstill system seems to afford the only method of realizing an excise revenue from country spirits.

Regarding the two extremes of cultivation and of jungle, there seems to be no difficulty in deciding which system is applicable; but sometimes these two extremes lie at no very great distances from each other, and it is not practically very easy to see how the two systems are to be worked side by side. After much consideration I am inclined to think that the best plan is to vary the amount of fixed duty, so that it shall be higher where there are no outstills near, and lower where there are. In the case of the latter the conditions will more and more nearly approach those of the outstills; that is to say, the revenue will depend less and less on the fixed duty, and more and more on the license fees of the shops. It is clearly impossible for me to suggest what the scale of fixed duty should be, for this depends entirely on local considerations; but generally speaking, it seems desirable to do what we can to equalize* the prices of the liquor distilled under the respective systems. In order to do this, it is evidently requisite to limit the production of the outstills. The capacity of the still should be really limited,† according to the license fees paid, and the time of working must also be limited. But it must be borne in mind that as soon as these restrictions are vigorously enforced the present happy state of things, in which illicit dealings are supposed to have died away, will end: the distiller will be tempted to break through the rules, and will require to be watched.

* Under the existing system the Collector is expected to endeavour to *raise the monthly tax* so high as to equalize as nearly as possible the actual tax paid on the outstill spirits with the duty paid on that which is manufactured at the public distillery. This I believe is an impossible task so long as the duty is high.

† This is not required by existing rules.

It has been suggested to me that no outstills should be established at a lower rate of license fee than Rs. 50; but such a rule, though it might perhaps be adopted with advantage in an ordinary district, would only lead to illicit distillation in the very tracts which are best adapted for the outstill system. No minimum except a very low one can be fixed which will suit the whole province, and though I think petty shops should be discouraged, it does not seem necessary to lay down a hard and fast rule.

In fixing sites for the shops, whether under the central distillery system or under the outstill system, it would be well to arrange that they should not be in the immediate vicinity of factories, colleges and schools, or other institutions. I do not think that any control over the

24-Perghs.

selection of sites of liquor-shops and the manufacture of country spirits generally should be entrusted to any local bodies; but I think municipalities and other local boards established by law, and even the private societies which are now springing up in many districts, ought to be consulted on these points.

It appears to me that the conditions of retail licenses might well be enforced with more stringency than at present. Prosecutions for breaches of such conditions have been regarded with little favour by the revenue authorities, and no doubt from their point of view it is not desirable to trouble the vendors more than is absolutely necessary. And I admit that a rigorous enforcement of the restrictions imposed in the licenses is difficult. I admit that our agencies for enforcing them are corrupt, and by no means unlikely to abuse their powers. But still the restrictions are in themselves reasonable and proper, and devised in a measure in the interests of morality; and I think that if we impose them and shrink from enforcing them, our position is not very dignified, nor will our checks on the vendors have more than a nominal value.

There is one subject left to which I must allude, and that is establishments. I need not say much, because I am aware that my views and those of the Secretary of the Commission coincide. So far as there has been a decrease in malpractices under the outstill system, the cause has been that restrictions have been removed, just as section 379 of the Penal Code would be unnecessary if we held our goods in common. But if we impose restrictions which have a tendency to raise prices and reduce facilities, we must certainly expect to find people trying to break through them. It is therefore necessary, in the interests of the revenue as well as of morality, that sufficient establishments shall be allowed to exercise something like real and effectual supervision.

From what I have said above it will be clear that in my opinion something may be done by Government; but violent measures in this direction, and very large results from them, must not be expected. More may be done indirectly by the sober and sensible inhabitants of the country. There is no one in the world more sensitive to public opinion than the Bengali. To say that a man is "not popular" is to condemn him at once. This peculiarity may well be turned to good account. The leaders of society should not confine themselves to condemning the action of Government in establishing this or that system, but should set themselves resolutely to condemn the individuals who degrade themselves by drinking to excess. If it were once acknowledged that conduct of this kind is discreditable, I feel sure that among the higher and middle classes great good would be done; and probably their example would have weight with many of those below them.

Possibly good would also result if the owners and managers of mills would interes themselves in the accommodation of their labourers. If these men could be better housed than they are, and induced to live in greater comfort than at present, it seems probable that at least some of them would see that they can do better than squander their money in drinking.

Statement of Baboo Ganga Dhur Ghose, Excise Inspector.

I AM not a native of the Presidency Division; for about four years I have been serving as Excise Inspector of the Presidency Division.

I have seen both the distillery and outstill systems.

Under the distillery system a central distillery was established at each district and sub-divisional head-quarters. These distilleries were constructed at the expense of Government and the buildings were surrounded by a wall in such a way as to prevent spirit being passed out of it without the knowledge of the excise-officer in charge. In these distilleries the manufacture of spirit was carried on by licensed distillers, who obtained licenses from the Collector for that purpose. The distillers used to pay certain sum as rent for using it. An establishment consisting of one darogah, one mohurir, and at least half a dozen of chaprasis, were appointed by Government to guard the distillery. The size and capacity of every still were recorded. The quantity of spirit manufactured daily was entered in a register kept by the distiller as well as by the darogah, who after gauging the spirit fixed the duty on it and stored it in a secured place. The shopkeepers who drew spirit from the distillery were required first to pay the duty, after which the darogah issued the spirit, which was protected by a pass. The distilleries were frequently visited by the Sudder Excise Deputy Collectors at Sudder, and at sub-divisions by the sub-divisional officers; while, on the other hand, no supervision is exercised on the outsill system. The holder of an outstill pays to Government a certain sum per month as license fee for working between sunrise and sunset a single still only, the capacity and size of which is not defined. He can produce any quantity he likes. He is allowed to establish stills at outlying places, in fact he is left to do anything he wishes to do.

I have reason to suppose that there has been an increase in drinking after the introduction of the outstill system. In support of my view I give below a comparative statement showing the consumption of the country spirit for the first-quarters of 1880-81 and 1881-82 of the districts of Nuddea, Jessore, and Moorshedabad. From 1st April 1881 the outstill system came into operation throughout all the districts of this Division.

	1st quarter, 1880-81.	1st quarter, 1881-82.
Jessore sudder station	897 gallons.	1,769 gallons.
Nuddea ditto	806 do.	1,624 do.
Moorshedabad sudder station and Lalbagh sub-division ...	1,526 do.	3,298 do.

The above statement will show that the consumption of country spirit under the outstill system has been double of that under the sudder distillery system. I must add here that the figures given above do not represent the real consumption, as under the sudder distillery system the vendor mixed water with the spirit to increase its quantity, while under the outstill system the outstill vendors keep the figures much below, evidently with the object of showing that the shops cannot pay the license fee, and thereby prevent other people to bid for them in the next settlement. *24-Perghs.*

The increase has evidently taken place among day-labourers, domestic servants, and agriculturists. I am not in a position to give here the extent, as I have not been able to collect this information. To find out the extent of the population taken to drinking in the Presidency Division will, I fear, take a very long time.

Drinking has not increased among school-boys. Very few complaints reached me stating that some of the outstills were established so close to a school that even boys took to drinking. The evil has been rectified by removing the outstill far way off from the school.

Drinking has surely increased among day-labourers, domestic servants, agriculturists, and lower class women and mofussil bazar prostitutes. I am sorry I cannot give the extent.

Agriculturists, day-labourers, domestic servants, and lower class women in a rural village, who did not drink under the distillery system, have acquired the habit under the outstill system. Under the distillery system the shops were far way off from their villages; and the prices of liquor were very high, even if they had a desire they could not satisfy it because they could not easily get the liquor. Under the outstill system the outstills are established in their own villages, or some places so close to their house that they can easily get it, at the same time at a very cheaper rate. It is impossible for me to give the extent to which the aforesaid classes of people are affected.

From what I have seen it has convinced me that drunkenness has also increased. Though I do not possess any figures to quote here in support of my statement, but being a moving officer have frequent opportunity to observe that drunkenness has increased. The principal cause of this increase is the cheapness in the price of the liquor. What the people could get for four annas under the distillery system they get double the quantity for the same price, though not of much inferior quality, under the outstill system.

The prosperity of the people has also something to do with this increase. The fact is as clear as possible and requires no explanation. The simple fact is that if a person has no money to buy spirit he cannot do it though he has a desire for it. During my late inspection I have observed that consumption in many places has decreased owing to the scarcity prevailing in that part of the division.

The retail price under the distillery system was Re. 1 to Re. 1-4 per bottle, under the outstill system the retail price at the head-quarters of a sudder station is 8 to 12 annas a bottle, and in mofussil 4 to 6 annas a bottle.

Being an inspecting officer I have frequent opportunity to judge the strength of the liquor by testing its strength, and I have found that the liquor manufactured in stills at the sudder station of head-quarters and sub-divisions is in no way inferior to that manufactured in the sudder distilleries. The spirit manufactured at outlying stills of course is weaker in strength than that produced in sudder distilleries, but at the same time I should say that where the spirit is weaker the people of those places were accustomed to this sort of spirit, as the vendors in the mofussil under the distillery system used to weaken the strength of the spirit by mixing water with it.

I do not think that the liquor distilled in outstills is more injurous to health than that manufactured in sudder distilleries. I have, however, received some complaints that the vendors mixed some bark of a tree in the process of distillation in order to increase the strength of the spirit. Besides this, I have never heard any instance of using dhatura.

The consumption of pachwai and tari has largely diminished owing to the introduction of the outstill system.

Before the introduction of the outstill system illicit distillation of country spirit did exist in many districts in this Division. While as an Inspector of Police in 1867 I detected a case of illicit manufacture in Jessore district, and I have good reason to believe that a similar state of things existed in other districts too. But after the introduction of the outstill system illicit distillation has altogether disappeared from this Division.

In one or two instances I have heard that one or two zemindars of Jessore and Moorshedabad districts used to get liquor from outstills by supplying their own materials.

I do not think the introduction of the outstill system has led to an increase in drinking among the upper classes; about two-thirds of them still use imported spirit.

Liquor can be had in many outstills during the hours they have been prohibited to sell.

In many instances I heard that the vendors supply liquor in exchange for goods and ornaments, but not for grain, in this Division; they, however, do so in the Burdwan Division.

I have never heard that the material prosperity of any class has been injuriously affected by the habit of drinking.

The only way I can suggest to check the consumption of country spirit is to revive the sudder distillery system. If the revival of the sudder distillery system is not thought advisable, I would humbly suggest that the number of outstills should be reduced, viz. outstills should only be established where there were distillery shops. It is the increase in number of the outstills that has increased drinking. I would propose to establish outstills only at head-quarters of sudder sub-division, police-station and outposts with very high license fees. For example, if we abolish four adjoining outstills and keep one, we should add all their license

Nuddea.

fees to the one which we keep. If this course is taken, I do not think Government will suffer any loss of revenue derived from outstills, at the same time the comsumption will be much decreased, as vendors could not sell at such a cheap rate as they had done before. The reduction in the number of outstills will certainly give scope to illicit manufacture. To prevent smuggling and illicit distillation I should suggest to stengthen the district establishments in the following scale.

There should be a Sub-Inspector and two peons in each sub-division on a salary of Rs. 50 rising to Rs. 75 a month, with the usual travelling allowance. To supervise these establishments there should be three Inspectors attached to a division and a Superintendent on a salary which may be fixed by authorities according to their responsibilities and positions.

DISTRICT NUDDEA.

Statement of Baboo Ram Charan Bose, Deputy Collector, Ranaghat.

I AM not an inhabitant of the district. As an officer in charge of Ranaghat sub-division I have resided here over three and-a-half years.

I have experience of the working both of the sudder distillery and outstill systems here. Both these systems were also in operation here for a time during my charge. Under the sudder distillery system the liquor distilled was under official supervision; the price was high, and the shops were not so large in number as they now are. The liquor was not comparatively so easy of access to drinkers. Consumption consequently was less. The reverse has been the case under the present outstill system.

Drinking has gradually increased to a very great extent. The revenue in 1873-74 was Rs. 7,542-13-6, whereas in the present year it is Rs. 14,135. When the distillery system was in force liquor was sold at one rupee a bottle, whereas the selling price now is four annas. The Ranaghat sudder shop alone, which formerly sold 25 gallons per month, now sells 90 gallons instead. The class amongst whom the increase has taken place have been noted below.

Drunkenness has increased amongst domestic servants, agriculturists, day-labourers, artizans, and to some extent amongst females of lower orders, the males of which class were addicted to drinking. There have been isolated instances of drinking amongst school-boys, but the number is very limited. The increase is most marked amongst artizans, day-labourers, and petty traders, and comparatively less noticeable amongst the agriculturists. Of the females the increase is most noticeable amongst the prostitutes. There is no definite data for approaching to either the correct or approximate idea of the extent to which drunkenness has increased, but the present state of consumption, the gradual, steady, and high increase of excise revenue, lead me to imagine that drunkenness has increased in proportion to the decrease in price of liquors distilled. The average price of sudder distillery liquor was one rupee; that of the outstill outturn is four annas, and I would not be beside the mark to imagine that drunkenness has increased fourfold if not more.

It is difficult to specify the class to which drunkenness has extended itself since the introduction of the outstill system. The extension and increase of the habit of drinking amongst the artizans, day-labourers, prostitutes, and domestic servants have been prominent since the outstill system has come into operation. There are several causes at work to bring about the increase of drunkenness. The first and foremost is the spirit of transition which has pervaded the society in consequence of the dawn of Western civilization.

The old antiquated and superstitious ideas about religion and caste are getting exploded day by day. English education, the opening out of rails, the easy and free methods of locomotion now-a-days, giving the people an insight into the workings of society in different parts of the world, the gathering of different races owing to the extension of trade and commerce in several centres, the innate tendency of human nature imitate and adopt that which has brought exterior, the free exchange of ideas, which of late years, the influx of races in the country has tended to promote the growing prosperity of the country, and improvement of the material condition of lower classes of the people owing to large and extensive reproductive works, the cheapness of liquor and the facility of obtaining it, and other causes immediate and indirect, too many to detail have fostered a tendency to drink and led to its gradual increase. Considering the present state of society, it has its adaptability as a leveller of society, and that is no less a reason of its wide introduction.

Barring the last, the four years previous to it were indeed successful harvest years. My impression is that this has affected consumption, although not to any appreciable extent.

The retail price of country spirits under the distillery system was Re. 1 a bottle on the average, while under the outstill system it ranges from four to six annas a bottle. There does not seem to have been much difference in the strength of liquor distilled. However, instances are observed of outstill liquor being distilled of superior strength to what was turned out of sudder distillery manufacture. The materials used now are precisely those which were used before, so far as the manufacture here is concerned. No instances of dhatura or other poisonous substances being adulterated have ever come to my notice. No such practice has ever been heard of in regard to liquor manufactured during the *Holi*. The cheapness of country spirits has outplaced tari and pachwai, and the latter have much fallen in consumption. No instances of illicit distillation of country spirits came to my notice when the outstill system was not introduced. There were, however, cases of manufacture of pachwai. Both the sudder distillery and outstill systems were in operation here at one and the same time, and illicit importation of outstill liquor into sudder distillery shops was of frequent occurrence,

to an extent which rendered the practical working of both systems together a matter of great difficulty. Since the outstill system has come into operation, I have ample reason to think that illicit distillation has practically ceased. The liquor is now cheap and within easy access, and there is now a total absence of reasons to resort to illicit distillation and the consequent hazard on detection.

So far as this sub-division is concerned and my knowledge of the people extends, I have never heard of zemindars or other people of better walks of life supplying materials to the vendors for distillation of liquor. So far as I am aware of the upper classes of the people generally use imported liquor. Santipore is the only place in this sub-division where drinking amongst these classes prevails to some noticeable extent. The consumption of imported spirits is mostly confined to classes of people who have some knowledge of English, or whose ideas about society and superstition have undergone changes in consequence of residence in towns or places where Western manners and customs are observed. Most of these people are absentees from home and are employed elsewhere. The number of such people in this sub-division is, however, very limited. The influence of company admittedly exercises predominant sway in moulding human habits and character. The more such people, mention of whom has been made above, are freely mixing with mofussil men, the more a tendency for indulging in imported drinks is gradually increasing. It is almost a byword of reproachful degradation for one of high social status to be indulging in country liquor, curtly styled *dheno mod*, distilled from rice, and it lowers one, a devotee of Bacchus, in the present transaction period of mofussil society to admit that he uses it.

My clear impression is that outstill liquor can be obtained at all hours, specially from shops removed from the gaze of supervision. I am not prepared to say that it is so freely accessible from shops located in places within close proximity to police-stations and outposts or in sudder head-quarters. Instances have not come to my notice of vendors selling liquor in exchange for goods or ornaments, but I am not prepared from this alone to say that such a practice is a rarity. Selling on credit widely obtains. My impression is that selling in barter for goods also obtains, though not detected.

The effect of drinking amongst the people who are addicted to it has been to demoralize them. Honesty, truthfulness, purity of lives, decency, are gradually getting at a discount, but a spirit of defiance to old customs and prejudices, a sense of equality amongst all classes, irrespective of the aristocracy of castes, has been its direct outturn. The habit of drinking has not yet arrived at that pitch to affect injuriously the material prosperity of any class. I can single out no such class for special remarks. Instances of people, through effect of drinking, ruining their prospects of life have been but very few so far as mofussil places are concerned.

The only practical suggestion which to me recommends itself for checking the growing habits of drinking and limiting consumption is the increasing value of liquor sold and rendering it less accessible to people. This will, however, bring on prospective decrease in revenue. The advantage gained in a material moral point of view will far outweigh the evils arising out of isolated cases of illicit distillation.

DISTRICT JESSORE.

Statement of Mr. E. J. Barton, Collector.

When the sudder distillery system was in force I was Collector of Jessore for about a year and a half previous to April 1871. My present incumbency dates from December 1880. I have had experience of the working of both the sudder distillery and outstill systems in the district.

Jessore is not a drinking district. More than two-thirds of its population are Mahomedans, who do not drink. The classes of people who drink are a few lower class Mahomedans; some higher, middle, and lower class Hindoos, coolies, and palki-bearers. The women of the lowest classes, such as Moochees, Mehters, &c., and women of ill-fame, drink. Some of the higher classes of Hindoos use imported spirits, but to a limited extent.

Both the sudder distillery and outstill systems worked well in the district. The only difference is that there has now been a slight increase in the consumption of country spirits, and a consequent increase in the revenue.

I do not attribute the cause of this increase to any defect in the outstill system. The increase of population and the greater prosperity of the people are in my opinion the real causes of the increase. Old Hindoo principles and ideas are gradually dying away among those of the present generation of Hindus who have received an English education. Their increased prosperity has also excited desires for luxury and drink. I believe that under any other system of excise the same increase would have resulted.

School-boys, domestic servants, and agriculturists do not drink. Some day-labourers, as usual with them, drink as before. No class of persons who did not drink while the sudder distillery system was in force has now acquired the habit of drinking or has been demoralized, nor has the material condition of any class of the people in any way been affected.

I do not wish to make any suggestion for limiting the consumption of country spirit, as I do not consider that any great evil arises from it in Jessore. I limit this remark to my own district and to the district of Backergunge, of which I was Magistrate and Collector for three and a half years. When I was Collector of Gya three years ago, I had no doubt that outstills there had a demoralizing tendency and caused a great increase of drunkenness.

The outstill system is working well in this district, and I would not substitute any other system for it, but I suggest that one Excise Sub-Inspector should be appointed for

Jessore.

each district for supervision and for general control. He would select the site of liquor-shops, assist during settlement to secure a good revenue, and supervise the sale and manufacture of spirits.

Statement of Baboo Hari Nath Chuckerbutty, Excise Darogah of Magoora sub-division.

I HAVE been excise darogah in the several sub-divisions of Jessore (Sudder, Khoolna and Magoora) for the last 15 years, and am now employed at Magoora. During the sudder distillery system (1877-78) there were two stills, each capable of holding 48 gallons of water, and four liquor-shops in the sub-division of Magoora. The average monthly sales were 70 to 80 gallons. The strength of liquor varied from 10° to 50° under London proof. During the year 1883-84 there are now nine outstills, selling 130 to 140 gallons a month. The revenue in 1877-78 did not exceed Rs. 125; at present it amounts to Rs. 272 a month. The minimum retail price per bottle in 1877-78 was 12 annas; at present it is 6 annas. There has been a decrease in the margin of profits of vendors.

There has been an increase of consumption in the sub-division of Magoora, and it has taken place amongst the lower and middle classes of people.

The spirit distilled in sudder distilleries was stronger than that distilled in outstills.

The stills used at present are of one measured working capacity each. They are all of clay. They are brought from village Shabatte, in the sudder thana of Jessore. Each costs Rs. 3 to Rs. 3-8.

In each distillation 30 seers rab goor, one seer sachee goor, 20 seers spirit to each, and one and a half maunds water are ordinarily put in the retort. It yields three to four gallons.

The beej or seedis made of two seers of parched rice and 30 gundas of bakar.

There was illicit distillation within the sub-division to a large extent during the sudder distillery system. Two seizures were made in the village of Baroikhali. In 1868 the distillery darogah at Jessore was dismissed for having passed out spirits without duty being recovered. In Khoolna another darogah was dismissed for a similar offence. In some places the darogah had one distillation for himself daily.

Statement of Baboo Ganesh Chunder Chatterjee, Excise Darogah of Bongong.

I HAVE been employed in the Excise Department since 1861. I was excise mohurir in Nuddea for five years. In 1871 I was appointed excise darogah at Bongong sub-division, and I still hold that appointment.

During the sudder distillery system in 1877-78 there were 12 liquor-shops, paying about Rs. 300 a month; at present there are 15 outstills, paying Rs. 508 a month. The average monthly sales in 1877-78 were 100 to 110 gallons, and at present they are 200 to 225 gallons. The retail prices under the sudder distillery system were Re. 1 to Re. 1-4; they are now eight annas to one rupee a bottle.

The consumption has increased amongst the lower orders, especially railway coolies and others. The increase may be attributed to the increase of floating population caused by the railway communication. During the sudder distillery system there were illicit distillations here and there.

Statement of Baboo Shyama Charan Ghose, Muktear.

I AM an inhabitant of village Tailkutie, station Bagherhat. I have been residing in the town on business since 1856. Under the sudder distillery system liquor could be obtained with difficulty, but it is now very cheap and can be had easily.

Drinking has very much increased during the last ten years. The causes of such increase are—(1) change in circumstances of the people, (2) laxity in social restriction, (3) spread of civilization, (4) facility of obtaining liquor, and (5) its cheapness.

There has been no increase of drinking among the school-boys, but an increase has taken place among the domestic servants and women of bad character; a slight increase among the agriculturists and a very great increase among the day-labourers. Owing to the facility with which liquor can be obtained at the outstills, there has been an increase of drinking among all classes of people, especially in the mofussil. Owing to cheapness of liquor there has been an increase of drunkenness as well. The increase of prosperity during the last five years is one of the causes of increase in the consumption of liquor.

Liquor used to be sold under the sudder distillery system from 12 to 14 annas a bottle, and it is now sold from 8 to 10 annas a bottle. The sudder distillery liquor was stronger. The liquor prepared at outstills is healthier than that manufactured at sudder distilleries. I do not know, nor have I heard, of any poisonous substances being mixed with spirits.

I do not know whether there was illicit distillation before the introduction of outstills, nor can I say whether such practices are in vogue now. The introduction of the outstill system has not led to an increase of drinking among the upper classes. They use generally imported liquor, but when they cannot get it they drink country spirits. The outstill-holders sell liquor secretly during the prohibited hours, and give credit, but I do not know whether they barter for grain. Drinking has led to an increase in prostitution; it has also increased the number of premature and accidental deaths. The circumstances of the domestic servants and day-labourers have been rendered worse by the habit of drinking. I would prefer the abolition of the outstill system. The price of liquor should be increased, and the facility of procuring it decreased.

EVIDENCE OF WITNESSES IN THE RAJSHAHYE DIVISION.

DISTRICT RAJSHAHYE.

Statement of Baboo Poorna Chunder Ghose, Deputy Collector, in charge of Excise Department.

I AM not an inhabitant of this district, but have resided here for the last four and a half years. I am in charge of the Sudder Excise Department of the district. I was in charge of the Excise Department in Moorshedabad for about three years from 1863-65, when the sudder distillery system was in force there.

I have some experience of the working of the two systems—sudder distillery and outstill.

Drinking is during the last few years very possibly increasing. I am not, however, of opinion that drunkenness has increased with the increase of drinking. The increase is due to the present prosperity and population of the country. The lower class of people who drink generally the outstill liquor, are the up-country Rowani Kahars, washermen, sweepers, Doms, Moochis and low prostitutes. The higher or middle-class of people also use this liquor occasionally.

It is difficult to estimate its extent, which depends chiefly upon the prosperity of a class of people.

(1) School-boys
(2) Domestic servants } Do not as a rule drink.
(3) Agriculturists
(4) Day-labourers—drink.
(5) Drinking amongst women is very limited; it is confined among the classes of Bagdis and Korals.

To a certain extent among the low prostitutes: the higher class of prostitutes use generally imported wines.

I know no such class of people who did not drink before but have now commenced to drink.

I cannot say that the last five years have been on the whole prosperous in this district. There have been within the period short crops in one or two years. The consumption of liquor and other exciseable articles depends mainly upon the prosperity of the people. Their consumption and revenue fall and rise with it. The following figures will testify this statement:—

	A year of good crops. 1882-83.	A year of bad crops. 1883-84.	Decrease.
	Rs.	Rs.	Rs.
Outstill revenue	24,042	22,682	1,360

The retail prices under the sudder distillery system were 12 annas to 14 annas a bottle; they are now 8 to 10 annas a bottle in towns. In outlying outstills liquor is, I think, sold cheaper.

The strength and weakness of any sort of liquor depend mainly upon the taste of consumers. The average strength of the distillery liquor in 1878-79 was generally below 25° London proof, and that of the outstill in 1882-83 was about the same. Generally, the outstill liquor is made weak for the people who take it.

(1) I do not think that the present outstill liquor is more injurious to health than that prepared under the sudder distillery.

(2) I heard of no dhatura, but a substance called *bakar* (roots of various poisonous trees) being used in the preparation of country spirits. I have heard that during the *holi* festival the liquor is made very weak that consumers may take long to get drunk.

The consumption of *tari* and pachwai has not diminished since the introduction of the outstills.

I believe that there existed illicit distillation. In outlying places it was not very easy to detect it, as nobody excepting a Government officer took any active interest for its detection. I would not say that it has now entirely disappeared, but the present outstill system has greatly checked it, for it is the interest of every outstiller to prevent it. In proof

Rajshahye.

I may mention here that from 1870-71 to 1882-83 there have been only 14 cases of illicit distillation. Of these, 13 were detected after the introduction of the outstill system.

The outstill system has not led to any increase of drinking among the upper classes, who use imported spirits. Some, I am sorry to say, drink very hard.

Occasionally from towns only reports of after-hour sales in outstills and in imported liquor shops are received. These after-hour sales are generally effected during any great festivals. Scarcely are there any such reports against outlying outstills.

I do not recollect any case of selling liquor in exchange for goods, grain, or ornaments. It is said, however, that opium and madat-consumers exchange ornaments, brass utensils, &c., for opium and madat. Excise vendors sell on credit.

I know no instance of the moral effects of drink upon any class of people. I know, however, moral effects of drunkenness upon particular individuals.

I do not know that the material prosperity of any class of people has been affected by the habit of drink. On the other hand, I am of opinion that it is the prosperity which leads people to use intoxicating liquor and drugs.

Clause I.—I am not at present prepared with any suggestion for limiting the consumption of country spirits.

Clause II.—I am not at present prepared to say that the present outstill system should be done away with. In respect to the improvement of the present system, I have not as yet thought over it.

I would not entrust to local bodies the control over the selection of sites of liquor-shops.

Statement of Baboo Abinash Chandra Sen, Excise Inspector.

I AM not an inhabitant of any of the districts of the Division. In my capacity as an Excise Inspector for the last three years I visited Rajshahye, Rungpore, Julpigoree, and Darjeeling several times.

I have had no experience of the working of the sudder distillery system. From my three years' experience as Excise Inspector I consider the outstill system to be best suited to the districts of Julpigoree and Darjeeling, where illicit distillation and importation of foreign liquor extensively prevail, and where the system has, though partially, put a check on them. The system is also adapted, I think, to the interior of the districts of Rajshahye and Rungpore, if not to their head-quarters, where it is condemned as having caused increase of drunkenness. This unqualified condemnation of the system would appear to be unmerited when the comparative strength of the liquor issued for consumption under the old (sudder distillery) and the new systems and the retail price charged under them, the changes that have undergone in the native society as also the increase of population that has taken place since the abolition of the sudder distillery system, and the growth of trade, industry, &c., at almost all the chief places in a district, are taken into account. Illicit distillation is supposed to have existed formerly in the interior of Rajshahye and Rungpore, and it has, no doubt, been displaced by the licit liquor of outstills.

During the last ten years the increase of drinking is generally believed to have taken place in Julpigoree and Darjeeling. But it is due to the spread of tea cultivation, to increase of population, and mainly to the suppression of smuggling among the labourers on the tea and other plantations, who form the great bulk of drinking population of those two districts. To quote an instance.—Upon the agitation of the planting community in Darjeeling, Government abolished several outstills in 1881-82 on the alleged ground of their having tended to cause demoralisation among the coolies; but soon after unlicensed stills and smuggling were detected in almost all the plantations visited by me, and not a few of the places where those stills were found at work presented the appearance of regular grog-shops. As an immediate result of these detections the licensed shops began to sell the largest quantity of liquor they ever did, and at the following settlement they yielded a much larger revenue than was perhaps ever anticipated, which, since then, has been steadily rising year after year. Necessity arose also for a considerable increase in the number of shops till it perhaps exceeded the figure of the year before the planters' agitation. It would thus appear that the increase in the consumption of outstill liquor is the result of a corresponding decrease in the consumption of smuggled liquor. The same may be said of the Julpigoree district, where, immediately after a special detective operation was held, the revenue from country spirits rose to a very high figure, indicating as it did a proportionate increase in the sale of licit liquor and a corresponding decrease in smuggling. Having been but a short time in Rajshahye and Rungpore, I cannot say from my own experience whether drinking has increased in these districts during the last ten years. The general opinion of persons consulted in the matter is that such has been the case, the grounds of their opinion being—1*st*, the facility afforded for drinking by the location of outstills at hâts and bazars and other places where there had been formerly no liquor-shops; 2*nd*, the cheapness in the price of liquor.

The classes among whom the increase has taken place are said to be the middle and the lower classes of Hindoos, and a small portion of the Mahomedan population.

In Rajshahye it is believed drinking has increased among the school-boys, with whom, however, imported liquors are chiefly in demand. Drinking has spread among domestic

servants and agriculturists, but I think to a limited extent only of day-labourers it is confined to the up-country men. The increase of drinking has decidedly taken place among public women and also among women of the lowest classes—Bagdis, Doms, &c., who are habitual drinkers. I do not think women of any other class drink at all.

I have been told that some Mahomedans, of the agricultural class particularly, who did not drink before from religious interdiction, some traders and mahajans, have now acquired the habit of drinking. Their number must be very inconsiderable, and their acquisition of the habit is most probably the offspring of the time when persons are easily led to break off social restraints.

It is generally asserted that drunkenness has increased in all the four districts of the Division. In Darjeeling and Julpigoree it is, as I have shown above, due chiefly to the suppression of smuggling. The people who formerly used to get their liquor distilled at home, or obtained foreign liquor by clandestine means, have had now, owing to the improved administration of excise, to resort to the licensed shops for their drink, and the consumption of outstill liquor has thus been increased. The increase of the labouring population, consequent on the expansion of tea cultivation and the general improvement in trade, &c., brought about by the railway communications, contributed also to the increase.

In Rajshahye and Rungpore the increase is confined to the lowest classes of people, who are habitual drinkers, viz. Bagdis, Doms, Chamars and prostitutes. But I think it is due more to the expending power of these people to purchase luxury of this sort than to the reasons commonly assigned, viz. the increase in the number of outstill shops and the cheapness of liquor. While there is some truth in the former, by which liquor has been placed within easier reach of the people, the latter argument cannot, I fear, be maintained, for as a matter of fact, compared with the strength of the liquor sold under the sudder distillery system, the prices of outstill liquor in these districts have not been so cheapened as to throw out a temptation to the people for drink. In the interior of these districts I seldom found an outstill shop frequented by drinkers, or where liquor was being drunk, as I often see it stated to be the case in some of the Behar districts. Again, it is an open question whether the multiplication of shops has *really* afforded so great a facility for drinking as to cause increase of drunkenness, when it is remembered that only last year not a few cases of illicit distillation were discovered in the interior of the Rajshahye district, and large quantities of pachwai, which can be easily converted into spirits, were found in the several houses in Rungpore. The view I hold was never in my opinion so fully borne out as by the experience of the present year, when the dread of a scarcity most perceptibly operated upon the drinking habits of the people, so as to reduce very considerably the custom of the outstill shops.

The last five years have been on the whole prosperous in these districts and I consider the increase of prosperity has had much to do with the increase of drinking.

The retail prices of country spirits under the sudder distillery and now prevailing under the outstill systems are as follows:—

	Prices under Sudder Distillery System.		Prices under Outstill System.	
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Rajshahye	1 0 0	to 0 12 0	0 14 0	to 0 4 0
Rungpore	1 0 0		1 0 0	to 0 6 0
Julpigoree	1 4 0	to 0 8 0	1 0 0	to 0 4 0
Darjeeling	.....	.....	1 0 0	to 0 4 0

In Darjeeling the outstill system has been in force ever since.

The liquor consumed by the people while the sudder distillery system was in force is admitted on all hands to have been stronger than it is now. I made special enquiries as to whether dhatura or other poisonous substances are used in the preparation of country spirits or for adulteration afterwards, but no such case ever came to my notice. I have never heard of such practices in regard to liquor manufactured for use in the *Holi* or other festivals. I do not think the introduction of the outstill system has diminished the consumption of tari and pachwai in Julpigoree and Darjeeling. It is said the diminution has occurred in Rajshahye and Rungpore to a very limited quantity.

Illicit distillation and importation of foreign liquor prevailed extensively in Julpigoree and Darjeeling, and I do not think the smuggling has disappeared though it has been checked to a great extent. In Rajshahye, and I believe also in Rungpore, to a limited extent, illicit distillation existed before the introduction of the outstill system. In the former it is still supposed to exist, while in the latter foreign liquor from Cooch Behar is believed to be imported into a few places.

I never heard of any zemindars or other rich people getting their liquor manufactured at outstills from materials supplied by them. I do not think the outstill system has led to any appreciable increase in drinking among the upper classes. They usually use imported spirits in the ratio of 4 to 10.

I believe liquor can be obtained from outstills during the prohibited hours. I do not think the holders of outstills supply liquor in exchange for goods. They commonly sell liquor on credit to their old customers.

Rajshahye.

Drinking seems to give a healthy stimulus both to body and mind of moderate drinkers, particularly to those whose bodily exertions are great. But unfortunataly it is too often the case where drinking is carried to excess both among the upper, the middle, and the lower classes of people, the moral effects on whom are too painfully sad. With the first two classes carnality and concubinage, with all its concomitant evils, viz. family discord and discussions, breaking off wholesome restraints of society, &c., would seem to be the prevailing vice. Their physical and intellectual depravation, too, are seen to be great thereby, very materially impairing their usefulness as members of society and servants of State. The middle class suffer the most from improvidence and misery being the visible feature of their lives under the influence of strong drink; the lower class of people lose all sense of right and wrong, and the frequency of crimes among them, such as violence and savage assaults on their wives, children, and neighbours, &c., is often the immediate and proximate result of excessive drunkenness.

The material prosperity of clerks and others, who entirely depend on their small monthly pay for their subsistence, has been injuriously affected by the habit of drinking: they consume country spirit. In the districts mentioned above the outstill system has not certainly caused such evils as are reported to exist in the Behar districts. At a very few places only were complaints of increased drunkenness heard, and that, as I endeavoured to show above, could not be said to be due wholly to the bad working of the system. It is, however, undoubtedly desirable to limit the consumption of country spirit within legitimate bounds, and for this purpose I would beg leave to make the following suggestions:—

1*st.*—That there should be ordinarily one outstill shop at each town station, and in the interior of a district the area to be supplied by each outstill should not be less than eight miles in radius.

2*nd.*—That the limit of retail sale should be reduced from six to one quart bottle.

3*rd.*—That the capacity of stills should be regulated according to the real demand of the locality of the shops, which should be ascertained by personal enquiries or otherwise by an excise-officer not below the rank of a Sub-Inspector.

(*N.B.*—The foregoing rules are not intended to be made applicable to the districts of Julpigoree and Darjeeling, where the bulk of the population use spirits, and where any interference with the existing system will give rise to illicit distillation and smuggling.)

4*th.*—That the minimum upset fee of a shop should not be less than Rs. 20, save in exceptional cases, where the present minimum may be retained with the sanction of the Commissioner. For instance, in the tracts in Rajshahye inhabited by Korals, who are habitual distillers, but many of whom have since been persuaded to give up their habit by taking out licenses at the lowest fee.

5*th.*—That every breach of the conditions of the license should be immediately punished, subject to the approval of the Collector, by suspension or cancellation of the license by any officer of the Excise Department who may be specially empowered in that behalf.

(*N.B.*—This suggestion is made after experience has proved the futility of the present provision for prosecuting such cases. The mere dread of an inspecting officer having power to temporarily close a shop for breach of license would make the vendor more careful to act up strictly to its conditions.)

6*th.*—That each outstill shop should be inspected by excise-officers, whose pay and position should be so fixed as to place them above corruption, at least once a month. They should closely watch the transaction of the shop with the view of taxing it with an equitable fee; and whenever it is found that a shop has been taxed so low as to have admitted of the spirits being sold at inordinately cheap prices, the Collector should be at liberty to settle it anew at a higher fee. The work of these officers should be constantly supervised by an officer of trust and responsibility. The inspecting officers should also investigate cases of illicit distillation and smuggling, but not to the detriment of their inspectional work, which should be their primary duty. The frequent movements of these officers will hold the smugglers in check.

I would not substitute any system for the present one. Even this has but partially checked illicit distillation and smuggling in Darjeeling and Julpigoree. In order to prevent illicit distillation, &c., I would have the provisions of section 65 of the Bengal Excise Act rigorously enforced, and the liability under that section of proprietors of the land on which unlicensed stills may be worked pointedly explained to them by proclamation or otherwise. Unless sufficient reasons exist to the contrary, the charge of connivance at unlawful manufacture or sale of spirits shall, with the approval of the Collector, be laid against persons in immediate occupation of the land on which such manufacture or sale is carried on. The punchayet and chowkidars of such locality should also be made answerable for failure to give information to the police and excise-officers of such manufacture or sale.

When a proposal is made for the establishment of a new outstill, the opinion of the local bodies, association, members of local municipality and bar, and persons of respectability residing in the neighbourhood of such proposed outstill may be invited, and every consideration given to them by the Collector. But I would not recommend any of such bodies, &c., being entrusted with control over the selection of the sites of liquor-shops and manufacture and sale of country spirits. In many instances by my own personal experience have I found such a plan to be unworkable. Many gentlemen of influence were found incapable of taking a just view of the excise administration from their prejudice, bigotry, and pre-conceived ideas of evils ascribed to the system. Not a few of them opposed the establishment of outstills at places where the

demand for liquor was perceptibly great, and where it was necessitated by the detection of unlicensed stills in and near the localities. Some of the gentlemen were found to be hostile to licensed vendors without any apparent reason. *Rajshahye.*

Statement of Baboo Guru Das Sen, Excise Darogah, Nattore.

I AM not an inhabitant of this district, but have been residing here for the last 21 years, during seven years of which I was in other services, and fourteen years in Abkari Department, first in Rampore Beauleah, and then, at present, in Nattore.

In this district under the present outstill system the same quantity of spirit of the same strength is manufactured and sold at the same price per bottle as was the case under the sudder distillery system. There has been no increase of drinking in this district during the last ten years.

There has been no increase of drinking among the following classes : —

1. School-boys.
2. Domestic servants.
3. Agriculturists.
4. Day-labourers.
5. Women (excepting those of bad character).

Those who used to drink while the sudder distillery system was in force drink now, and no other classes of people have begun to drink. There has been no increase of drunkenness in this district.

The last five years have not been prosperous in this district; supposing they have, it cannot be a cause of increased drinking, as there has been no such increase.

Under the sudder distillery system liquor used to be sold from one rupee to twelve annas a bottle, and just the same is the case now under the outstill system. I do not know whether the outstill liquor is more injurious to health than the sudder distillery liquor. In the preparation of *jawa* or *pash* for distillation, I have seen and heard that the distillers use *bakar*, in which there are roots of *dhatura*.

The consumption of *tari* has not diminished since the introduction of outstills. The outstill system has not led to an increase in drinking among the upper classes. They use imported liquor to the same extent as they did before. The outstill-holders do not sell liquor during the prohibited hours. I have not heard whether they exchange it for grain or give credit.

The manners, customs, and morals of those that drink become affected thereby. I have not heard whether the circumstances of any class of people have been rendered worse in this district by the habit of drinking. To check the evils in connection with drinking and limit the consumption, I would revert to the sudder distillery system, for, owing to enhanced prices of liquor, no one will be able to drink a large quantity. As before, the police and the excise-officers would prevent illicit distillation. Control over the manufacture and sale of country spirits should by no means be given to the punchayets or any local body.

Statement of Baboo Shashadhur Roy, B.L., Vakeel, Municipal Commissioner and Honorary Magistrate.

I HAVE resided here for many years. I have no direct practical experience of the working of the sudder distillery and outstill systems, but I have some idea of them.

I believe that drinking has increased to some extent amongst the higher and middle classes, *i.e.*, well-to-do people. By the word "drinking" I do not include drunkenness.

Some of the school-boys, especially those of the higher classes, have commenced to drink now, but the outstill system has nothing to do with it. There is some increase of drinking amongst day-labourers and domestic servants owing to the cheapness of liquor, but there is no increase amongst agriculturists and women.

Fishermen of Rampore Beauleah, who used to smoke *ganja* or strong tobacco before, have now taken to drinking while they fish.

There is no increase of drunkenness. I do not think that the last five years have been prosperous. Under the sudder distillery system the retail prices at Rampore Beauleah varied from 12 annas to one rupee a bottle; now they vary from 8 to 10 annas a bottle in the town, but in the interior a bottle can be had for so low as 4 annas.

I do not believe that the outstill system has led to an increase of drinking amongst the upper classes of people; they all use imported liquor, but to what extent I cannot say.

I do not believe that the material prosperity of any class of people has been affected by the habit of drink.

Rajshahye.

To prevent increase of consumption, I would enforce a thorough system of recording sales and of frequent inspection of these records by local bodies, such as panchayets in villages; but in towns I would not give the power to municipal bodies, because there always exists a strong excise staff to supervise.

Statement of Baboo Kadereshur Acharjee, M.B., Municipal Commissioner and Honorary Magistrate.

I AM an inhabitant of this district. I have no practical knowledge of the sudder distillery and outstill systems.

My impression is that drinking, not drunkenness, has of late years increased in this district. In the village of Kishorepore, in the sub-division of Nowgong, out of about 150 gentlemen, *i. e.* well-to-do men living there, upwards of 125 drink now; while five or six years ago only about 25 drank. Formerly there were no country-spirit shops in these villages, but at present there is an outstill. Many of these people, however, drink imported spirits. Drinking has increased of late amongst well-to-do classes only.

There is no increase amongst school-boys or agriculturists, but amongst day-labourers and domestic servants, some of whom contract the habits from their masters. I am unable to say that any class of people who did not drink before have now taken to it.

The causes of the increase are in my opinion—

1*stly*.—Cheapness of liquor compared to that of the sudder distillery rates.
2*ndly*.—Easy means of getting the liquor. There are more shops now than before. I cannot say for certain in what particular localities, besides the village I have already mentioned, the number of shops has increased.

The retail prices under the sudder distillery system were 12 annas to 1 rupee a bottle, they are now 8 to 10 annas a bottle in the town.

I hear that *dhatura* and other deleterious drugs are given in the still after a good portion of the liquor has been drawn.

The holders of outstills give liquor in exchange for goods, as the shopkeepers under the sudder distillery system did.

To prevent increase of drinking I would restrict the distillation of spirits, and place shops out in a certain area and population, so as to prevent easy means of obtaining liquor.

I would not give any control to local bodies now existing.

Statement of Mahomed Rashid Khan Choudhuri, Nattore.

I AM an inhabitant of this district. The outstill system gives facilities to the public by offering liquor at cheaper rates. The use of spirits by all classes have increased, but more so amongst people of small means, such as petty shopkeepers, *chais, kurmis*, &c. Drinking has increased amongst school-boys, especially those who have received a smattering of English education, agriculturists, and women. These classes did not drink when the sudder distillery system was in force. The habit of drinking will increase gradually if liquor can be procured with facility. The causes of increase in drinking are—1*st*, cheapness of liquor, and 2*nd*, facilities offered by railway communications, whereby young people often come in contact with those who set bad examples.

The last five years have been on the whole prosperous, though the prosperity is attributable more to the high prices of produce rather than to the superabundance of crops. This has not affected the consumption of liquor materially. When the sudder distillery system worked spirits were retailed at a rupee per bottle; at present it can be had for eight to twelve annas. The sudder distillery liquor was not stronger. I think the outstill liquor is stronger, for the system allows the vendor to sell without adulteration. There may be a few instances where liquor is drugged with dhatura, &c., but this practice is only carried on by sub-shopkeepers, *i.e.*, those who procure from the licensed stillers and retail in village bazars. Bhang is used by up-country people and Boiragies of Bengal, but not used with spirits during the Holi and other festivals.

Illicit distillation is generally carried on where the Boonah and Dhangar caste settle. I do not think it has ever been in practice in this sub-division. The zemindar and other people of the richer classes get their liquor manufactured at outstills from materials supplied by them. The upper classes generally prefer imported liquor, and its use is pretty free. The holders of outstills sell liquor during prohibited hours only to approved customers. I think the outstill-holders confine their sales to cash, but there may be instances where articles are pledged but not bartered. Drinking leads to all vices, and generally carries its victims to an early grave. The material prosperity of the zemindar and wealthy class has been decidedly injured by the habit of drinking. If the history of most of the families within the last 25 years be taken, it must be self-evident that the free use of spirits has been the cause of depriving a great many families of their head, leaving their estates encumbered, and when the property has not been taken under the management of the Court of Wards, it has generally dwindled to decay and ruin.

I would raise the duty and permit the dealers in liquor and other intoxicating drugs to have shops in the immediate vicinity of police-stations and sections, and prevent license-holders from selling their liquor, &c., to sub-vendors. When a shop is necessary, I would let the proprietor be a direct distiller, and the quality of the liquor, &c., be frequently tested by well-paid honest officers.

Statement of Baboo Ram Joy Bagchi, Mooktear and Revenue Agent of the town.

I AM an inhabitant of this district. I have reason to believe that drinking has increased amongst Doms, Chamars, Bagdis and washermen. I see more men of these classes drink now than I did five years ago. In the village of Kalom-Thar, Shingrah, in the sub-division of Nattore, several people now drink who did not drink before. There is an outstill there, but under the sudder distillery system there was no liquor-shop.

The increase may be attributed to the cheapness of liquor and the facility for obtaining it. Under the sudder distillery system the retail prices were 14 annas to 1 rupee a bottle; at present they are 8 to 10 annas a bottle. A year ago a bottle of spirits could be had in the interior for 5 or 6 annas. There is no increase of drinking amongst school-boys and agriculturists, but there is an increase amongst domestic servants and day-labourers of the castes mentioned above.

My impression is that in the town of Rajshahye the number of shops has increased. There is an increase of drinking amongst the well-to-do people, but I cannot say whether it is due to the outstill system. The material prosperity of Doms and washermen appears to have been injured by the habit of drinking country spirits. To prevent consumption I would suggest the enhancement of retail prices and a decrease in the number of shops.

DISTRICT DINAGEPORE.

statement of Mr. H. French, Manager, Churaman Ward's Estate.

I HAVE been the Manager of the Churaman Ward's Estate in the district of Dinagepore for the past seven years, and in the country 52 years. I have knowledge of the districts of Furreedpore, Jessore, Rajshahye, Pubna, Dacca, Backergunge, Tipperah, and Maldah. I have travelled leisurely through many other districts both in Bengal and the North-Western Provinces.

I have no experience of the working of the sudder and outstill systems.

Drinking has increased to a very great extent in the past five years, but I have noticed a marked increase during the last three years. This has been forced on my notice by meeting numbers of drunken men on the roads constantly. On hât or market days it is not unusual to meet gangs of drunken men on their way home of an evening after the market. On two occasions the men, not sober themselves, have had to carry one of their gang who was unable to keep his legs. On my remonstrating with them on their drinking so much, they said they were drunk on my liquor and on the Government liquor—"*Apka shrab*, Government shrab." Within the past few months I have been twice grossly abused by drunken men. On one occasion some drunken men in a boat abused me as my boat went past. These men began their abuse from no apparent cause as far as I could perceive; they were not ryots belonging to the estate under my charge. Seeing that they were drunk I took no notice of the abuse. On the second occasion I was abused by a parcel of drunken men as I was driving along the road in the Maldah district. I have also noticed that tenants who come up to me are now often under the influence of liquor. On one occasion very lately a tenant persisted in hugging the hind legs of the elephant on which I was riding, and was deterred only by being driven away by other men present, when he looked sadly disappointed. The increase of drunkenness in these parts has been most marked, and cannot fail to have forced itself on the notice of any one who may have had dealings with natives. It is now not an uncommon, but a common, thing to meet drunken men along the roads, which was never noticed in former years. It is impossible for me to say to what extent the drunkenness noticed by me and others has increased. The increase has been very great is all I can say; the classes chiefly affected are the zemindar's amlah and the class above writers. Some of the better classes also drink more than they did, but the chief increase is among fishermen, ferrymen, boatmen, Haris, Dhobies, barbers, the lower classes of Mahomedan, and labourers.

I have not noticed school-boys in mofussil villages drinking, but I have amongst the school-boys in the station of Dinagepore. One of my own wards, while at school at Dinagepore, was picked up by the police and carried to the thana. He was brought before the Magistrate and was fined Rs. 10, which I, as Manager of his estate, had to pay under sanction of the Collector. He sold his clothes and his books to get money to enable him to buy liquor from the shop-keeper at the station. I know of other boys also who used to drink, and may do so still. There has decidedly been a great increase of drinking among domestic servants. I have not noticed any drinking amongst agriculturists myself, but I hear they drink on every

Dinagepore.

hât day after selling their wares. I have observed a great increase among day-labourers, and also among women of that class.

This increase is, I believe, due entirely to the increased facilities with which liquor can be bought. A man now has cheap liquor at his very door. The liquor now sold unmixed is, in my opinion, stronger than that sold in former times. I have been led to form this opinion by what I have been told by those whom I know to be habitual consumers of native liquor. I have been told that a man could get drunk on 4 annas worth of liquor now, while it would have taken 8 annas worth to make him drunk of the liquor previously supplied by the shopkeepers. This information was given me by more than one man. One man, a ferryman at Churaman, might be examined by the Commission.

The past two years have not been so prosperous, nor nearly so, as the three preceding years. The crops have been more or less a failure on the high lands and swamped by the early rise of the rivers, and yet the prices have been low until lately. I have noticed, as said previously, an increase of drunkenness during the past three years.

I cannot say whether the liquor consumed by the people under the sudder distilleries was stronger than it is now. My information goes that unmixed it is stronger now than it was formerly.

I have not heard of pachwai being now made. Although there are numbers of date-trees in this estate, none of them have been tapped. The very few date-trees are tapped by the holder of the Government license.

I have had 52 years' experience, during the greater portion of which time I have lived in the mofussil in charge, or as proprietor, of indigo-factories and zemindaries. I only remember two instances of illicit distillation, which was many years ago. One was in the district of Jessore, in the village of Barakally, near Nohutta. This distillery, I am informed, was detected and the owners punished. The other was in the district of Furreedpore, and erected by the principal talookdar in his village of Sonapore for home consumption, and not for sale. This, though known to me and others in that vicinity, was not, as far as I know, detected by the authorities. I do not think that illicit distillations are now carried on to any extent. I certainly would have heard of them if they had been within the Churaman estate or the adjoining zemindaries.

The higher classes use imported liquor; many of the zemindars drink largely. These men take country spirits if imported liquor is not to be had.

I know liquor can be obtained from outstills during the prohibited hours. I have heard songs, howling and quarrelling going on at the outstills long after 9 p.m. at Churaman in Dinagepore and Doomrail in Maldah immediately opposite to each other on either side of the Mahananda river. I have certainly been disturbed often by quarrelling and noise proceeding from these outstills as late as 11 and 12 p.m. I have constantly, when in camp near an outstill, heard songs and voices raised in anger proceed from the outstill up to and past midnight.

I am informed that the outstill shopkeepers supply liquor in exchange for goods, and also on credit.

I fear that many of the labouring classes have been injuriously affected, and I believe it to be the cause of their being generally in dirty and tattered clothes, their means of livelihood being wasted in the purchase of liquor. In this country, unfortunately, a man or woman who drinks seldom drinks in moderation; he drinks to get drunk, and any man who takes to drinking must in the end be very injuriously affected by it, for he often ends in becoming a confirmed drunkard. I hear that many women have taken to drink of late. I have noticed women drunk on the roads. To see a woman drunk in the mofussil is quite a new experience.

I would go back to the sudder distillery system. I would have no stills in villages. I would on no account allow shops or outstills to be placed near the homestead of a village. My ryots of Churaman petitioned to have the outstill removed from its present to its former site, as the men drinking at it could not help seeing their women going to and coming back from the bathing-ghâts, when they made remarks on their forms, figures, and faces—none of the most delicate however. It was not removed, because it was asserted that the removal would interfere with the amount obtained by Government by sale of the license of the said outstill. I would have the shops closed in the mofussil at sunset, as it is at night that the greatest amount of drinking goes on, and if one hour after dark is granted any number of hours will be taken, as is the case now after 9 p.m.

Statement of Baboo Joshoda Kumar Banerji, Doctor, Churaman Charitable Dispensary.

I AM not an inhabitant of the district, but have been residing here for upwards of four years. Under the sudder distillery system spirit used to be distilled in one place under the supervision of Government officers, and retail vendors used to purchase and sell; but now, under the outstill system, any man can manufacture liquor under a license and sell as much as he likes.

Owing to the proximity and multiplication of liquor-shops and the cheapness in price, there has doubtless been a large increase of drinking during the last ten years. The cheapness of price of the outstill liquor has afforded facility even to the poor. Within every six or seven miles there is a liquor-shop; nay, even within half a mile sometimes. Had there not been an enormous increase of drinking among the people, how could the outstill-holders make profit with such cheap liquor?

Drinking has increased among the day-labourers, their women, and the agriculturists. Drunkenness has also increased to an enormous extent. When first I came here no drunken person was to be seen on public roads, but now such instances occur frequently. The causes of increase of drunkenness are—(1) cheapness of price, (2) facility for obtaining the liquor, and (3) adulteration by intoxicating drugs. The general health of the people was good during the last five years, but this is not the effect of drinking. Almost all diseases that terminate fatally—such as cholera, fever, small-pox, dysentery, and enlargement of the spleen—are common to low-class people that are addicted to drinking, viz. Hari, Dom, Patuni, Chamar, Koach, and Mahomedans of some quarters. I therefore do not think that the habit of drinking can be conducive to health.

During the sudder distillery period the retail price of liquor was from 5 to 12 annas a bottle, and now from 1 to 6 annas. I think the sudder distillery liquor was stronger, and believe that the outstill liquor is more injurious to health, because the distillery liquor contained more spirits and the outstill liquor some foreign intoxicating drugs. Formerly if a finger would be dipped in distillery liquor and fire applied, it would burn, but now it does not with the outstill liquor, showing a less percentage of spirit in the latter. It being so circumstanced, how can a small quantity of outstill liquor produce intoxication unless some foreign intoxicating drugs are purposely added to it? When I was in Behar I used to hear that dhatura is mixed with liquor prepared during the *Holi* festival.

The practice of illicit distillation has disappeared because people can get liquor now at their own doors, and why should they undergo the risk of illegal distillation. In this district the upper class people are few in number. They use country spirits. Owing to the cheap price of outstill liquor drinking has very much increased among the young men of respectable but poor families.

I know that liquor is sold at outstills late at night. We have no clock in the mofussil. Liquor is often sold on credit, but I do not know whether it is bartered with goods.

Owing to an increase in drinking among the low-class people that used to drink habitually licentiousness, more than other vices, has increased among them. Licentiousness is a great drawback to all social improvements. The condition of the day-labourers is very miserable. They spend a portion of their earnings for liquor. Habit of drinking makes them lazy and luxurious.

In my opinion Government should, for the welfare of its subjects, entirely prohibit the sale of liquor, even at the sacrifice of a large revenue; but if that course is not adopted, I would abolish the outstills and form a circle comprising three or four zillahs and having a centre of distillation. The supply from such a centre to other zillahs within the circle does not seem impracticable when England, France, and Portugal can supply India from so far off. The following will be the advantages :—

(1) It will ensure the purity of the liquor manufactured under the supervision of Government officers.
(2) None but capitalists will be able to open liquor-shops, as it must be purchased and brought from a great way off.
(3) It will enhance the price of liquor.

This may tend to increase illicit distillation, but if retail shops be opened in places where there are punchayets or other local bodies, and powers be given to them, not to the police only as at present, to investigate and report upon illicit distillation, especially of pachwai, the practice will soon be checked.

Statement of Baboo Kailash Chandra Bose, Churaman.

I AM not an inhabitant of this district. Since 1882 (January) I am a resident in it. I am not aware of the process of the outstill shops and of the sudder distillery.

I have reason to suppose that drinking has considerably increased during the last five years especially. It is owing to the opening of the outstill shops. The increase has taken place among the lower and middle classes. Three-fourths of the lower class of the people are now addicted to drinking, and three-fifths among the middle classes.

There has been no increase of drinking among the school-boys here, but there has been an increase among the domestic servants, agriculturists, day-labourers and women.

The agriculturists, domestic servants, and women that did not drink while the sudder distillery system was in force have now taken to drink. I should say that it is the outstill shops in the interior of the districts which resulted in an increase of drunkenness. Of the past five years, the last two have not been prosperous as regards pecuniary circumstances; nevertheless the consumption has not been decreased. The rate of liquor was, if I remember rightly, 12 annas per seer unmixed, and it is now sold at 2, 4, 6, and 8 annas respectively. Liquor was, as the people say, formerly stronger than it is now, as shewn above.

In my humble opinion the liquor distilled either in outstill shops or those formerly manufactured in sudder distillery are in no way injurious to health except when taken in excess. Neither do I know, nor have I ever heard, of dhatura or any poisonous substances having been used in the preparation of the liquor in this district.

Rungpore.

I have neither heard, nor have ever seen, the manufacture of such liquor in the *Holi* or other festivals. The consumption of tari and pachwai seem to have diminished. On enquiry from old villagers and others, I have come to learn that the lower classes of people used to manufacture liquor at their houses for their own consumption. This has now been given up, as people can get a mixed liquor for the very low price of 2 annas per seer.

The zemindars and other rich people do not get their liquor prepared at outstills from their own materials. The outstill system has led to the increase of drinking among the upper classes; the upper classes use imported liquor, but, comparatively, to a very small extent. Liquor is available at any time and at any hour, but a stranger would not be admitted to such confidence. I have no personal knowledge as regards bartering liquor with goods, but the holders of outstills sell liquor on credit.

The drinking has led people who were formerly sober, honest men, to steal and to play at card and other country games with the view to raise money for the purchase of liquor. The material prosperity of the agriculturists and day-labourers has been injuriously affected by the habit of drinking. They, with their women, specially spend a greater portion of what they earn for the purchase of liquor, and as a matter of course they are poverty-stricken. These men generally consume country spirits.

The sudder distillery system should be adopted to limit the consumption of the country spirit and to remedy this growing evil of drunkenness. If the Government would not condescend to bear the loss which would possibly be sustained by the total extinction of this evil source of income, I would humbly suggest that the former sudder distillery system be adopted in lieu of the present outstill shops. I beg to recommend that the sites of the liquor-shops may be selected, and may not be situated in the vicinity of any village. If outstill shops are to continue as at present, the manufacture and sale of liquor and the shop-keeper's books should be opened for inspection of the officers of Government at any time, and at any hour when there appears reasons for suspicion of the breach of rules.

Statement of Paresh Ram Patni, Churaman.

I REMEMBER the time when the outstills were first in use many years ago. After that we had the sudder distillery system, and the shopkeepers were not allowed to distil liquor in their own houses. At that time it was only possible to buy liquor at a rupee a bottle. If you wanted half a bottle the man would charge you 8 annas, and 4 annas for quarter of a bottle, and so on. Now that the outstills have been established, you can buy four kinds of liquor—the cheapest at 2 annas, the next at 4 annas, then at 8 annas, and the last at one rupee a bottle. The liquor we can now buy for one rupee is much stronger than that we could buy for the same price in former years. The bottle now sold for 8 annas is equal to that we could buy for one rupee before.

DISTRICT RUNGPORE.

Statement of J. H. Newberry, Esq., Collector.

As a young assistant I was in charge of the Excise Department at Gaya for over two years, 1864–1865, and again when in charge of the sub-divisions of Sasseram and Sherghatty for three years and one year respectively, I had charge of the excise of those sub-divisions; after that as Joint-Magistrate and as Collector, officiating for short periods only in a variety of districts. I had nothing to do with excise till I became Collecter of Bhagulpore in 1877. At Bhagulpore I saw for the first year the full working of the distillery system nearly at its perfection, under the able management of Baboo Chunder Narain Singh, Deputy Collector. In the second year I introduced the outstill system and saw its working thoroughly for two years and a half.

I agree with my Excise Deputy Collector in saying that drinking has to some extent increased amongst the labouring classes; but I could not give any valid reasons for this opinion as regards *this* district. I must confess that since I have been here I have very seldom seen a drunken man either in the town or country, and I do not remember to have had a case of "drunk and disorderly" up before me as a Magistrate.

I have had *one* complaint that a clique of the elder school-boys here were in the habit of frequenting drink-shops, brothels, gambling-houses, &c. Domestic servants belonging to the district are generally sober. Up-country servants and labourers retain the habits of drinking acquired at home: agriculturists in this district are mostly Mahomedans and strict teetotallers. I have never seen or heard of a drunken native woman.

The people belonging to classes which did not drink while the sudder distillery system was in force have not now acquired the habit of drinking. The cheapness of liquor under the outstill system has enabled those addicted to drink to indulge their vice more frequently than they could do with the dear liquor of the distillery.

That last five years have been prosperous in this district. Prosperity has enabled those already addicted to drink to drink more frequently. The maximum and minimum price of distillery liquor per bottle (according to strength) was Rs. 2 and 12 annas; under the outstill system the same strength of liquor is obtainable at 12 annas and 6 annas respectively. The liquor *passed out of the distillery* was stronger than that manufactured at outstills. It was taken from the distillery strong in order to save carriage in conveying it to distant shops; but it was always watered before sale to the public. Hence that consumed by the public under the distillery system was not stronger than that now consumed by them. I have never heard of any deleterious adulteration in any district. *Pubna.*

There is little or no tari or puchwai produced in this district. The outstill system has not affected such as there exists. It is generally believed that illicit distillation went on to a great extent in this district under the distillery system. Few cases of it were discovered because the illicit distillers could afford to pay the excise darogahs and police more for not reporting it than the latter could hope to make by rewards for reporting it. I do not believe that any illicit distillation goes on now. The distillers know their own interests too well to allow it, and have means of finding it out which no Excise Department possess.

I never heard that the zemindars or other people of the richer classes ever get liquor manufactured at outstills from materials supplied by them to the vendors. The wealthier classes never touched either distillery or outstill liquor. They drink imported liquor, but I have no means of judging the extent of their potations. The really wealthy get their supplies in bulk from Calcutta, and do not purchase at the retail shops. Whenever and wherever the police are lazy or bribed liquor can be had at the prohibited hours. Liquor is without doubt supplied in exchange for goods and on credit, but such cases are almost impossible to be detected.

Laziness, poverty, crime, and disease are the usual moral effects of excessive drinking. Natives of this country who drink any intoxicating liquor at all never seem able to restrain themselves to healthy and moderate drinking. They all drink to excess. The material prosperity of any class has not been injuriously affected by the habit of drinking, excepting only of some individuals out of many classes.

The distillery system is doubtless the best for checking the consumption of spirits if it could be *honestly* carried out. *If* all the distillers were gentlemen whose honesty was above the suspicion that they would make corrupt and collessive arrangements with the excise darogahs: *if* all the excise darogahs, mohurirs, peons, and the police were men of unimpeachable honesty: *if* the bulk of the people were so honourable and energetic that they would bring to the notice of the authorities all irregularities coming to their knowledge, then (but not till then) should the distillery system be introduced again. I believe that if we could obtain actual figures (1) of the amount of spirit passed out of the distilleries without appearing on the registers at all, (2) of the amount manufactured in the illicit stills during the distillery time, and were to add these very large items to the amount supposed to represent the consumption, we should find that the consumption has not increased to any alarming extent since the introduction of the outstill system. Another point too: under the distillery system the number of shops for the sale of liquor was large, and these shops were scattered about in all sorts of out-of-the way places: each shop had its company of drunkards, but no one person visited all these shops and counted up the totals of these companies.

Under the outstill system the shops are very few. For the sake of attracting custom they are situated in main thoroughfares and prominent places. The drunkards, who before assembled in little knots at 20 little obscure shops, are now all concentrated at one conspicuous place. Prosperity and cheap liquor may have increased drunkenness a little, but the old amount of drunkenness is now concentrated in a few places, and is forced upon our notice. I would certainly say keep to the outstill system. In most districts the prices of licenses are rising every year, and each rise must mean a rise in the price of liquors, and consequently is a check on the consumption of liquors. In time this will rise so that outstill liquor will be as dear as distillery liquor, and the consumption will be effectually checked, but it will still be to the interest of every distiller to prevent illicit distillation.

I should certainly not recommend that any local bodies should have any control over the liquor trade. Local bodies "mean bodies of natives," and I am sure that a body of conscientious Mahomedans or orthodox Hindoos would ruin the excise revenue without in any way checking drunkenness from the consumption of illicit liquor.

DISTRICT PUBNA.

Statement of E. G. Glazier, Esq., Collector.

I HAVE been one year in my present district as Collector.

I have had experience of the sudder distillery system in Rungpore, of both systems in Dinagepore, and of the outstill system in Pubna.

Drinking has increased among all classes of late years, but more especially among the lower classes of Hindoos. Special enquiries were made on the subject last year in

Pubna.

connection with a petition of the mill-owners, and it was estimated that the consumption of country spirit had more than doubled since 1878-79. Mr. Farrer, the Joint-Magistrate of Serajgunge, wrote:—"I see for myself that there is more drinking," and Mr. MacDonnell, the Superintendent of the Jute Company there, complained of the havoc it was making among the families of his mill-labourers.

Nothing is known as to drinking by school-boys. Drinking has increased among servants and agriculturists, and largely among day-labourers and the lower classes generally—not specially among women. Among the respectable classes many drink now who did not do so at the time of the sudder distillery system: and among special classes who are said to have taken to spirit-drinking of late are *pan*-growers and Hindoo fishermen.

The causes of the increase are three:—(1) prosperous years, (2) cheaper liquor, (3) increased facilities. The two first of these will be dealt with below. As regards the third it is obvious that an outstill gives much greater facility for pushing the sale than a shop. The liquor is made on the spot and has not to be fetched from a distance, and so the supply is kept up without difficulty; and, moreover, people are drawn by curiosity to watch the manufacture, and so brought within the circle of temptation. This increasing facility in obtaining liquor reacts on the two first-named causes, and would do so even if the number of outstills had remained the same as the number of shops; but it will be found that the number of outstills is generally larger. In this district the increase has not been very large, though there are places where outstills have been started which formerly had no spirit, shops, and drinking has largely increased in the population around. But in Dinagepore a much larger increase took place at the introduction of the outstill system. The Board insisted on offering the location of outstills not only where there were shops, but in every place where there had been outstills many years before. The consequence was a very great increase in the number of places where spirits was sold, and I pointed this out year by year in my excise reports.

The past few years have been prosperous, and food has been cheap. This accounts very largely for the increased consumption of liquor, especially in the Serajgunge sub-division, where it has increased notwithstanding that the price has remained unaltered.

Prices vary between this and Serajgunge. In the latter sub-division it ranges from 8 annas to Re. 1 the bottle, and it was much the same in the sudder distillery days. Here, however, it has become much cheaper, and three bottles are to be had for a rupee.

The sudder distillery liquor was stronger than the present outstill liquor. Once during the sudder distillery time a man was detected putting some deleterious plant into his raw material. The distillers probably do the same now, but there is no check over them and no means of detecting any such practices.

The consumption of tari and pachwai was never large in this district, but is now less. Nothing has been known in this district of illicit distillation for years. The richer classes are said to supply spices and other materials to the distillers to flavour spirit made for them specially. Many of the higher classes used to drink imported liquor, but there is said to be less of it drunk now, and outstill liquor is largely consumed in its place. It is suspected that the distillers sell at night and at illegal hours, but no one has been caught. The distillers supply largely on credit. It is not known that they supply in exchange for goods.

Speaking generally, poor people are led to spend much more than they can afford. As an illustration of the subject, and this point specially, I send an extract of Vol. II of my Notes on Rungpore, page 20, showing the state of matters there in 1790-99.

The sudder distillery system should be reverted to. The distillers themselves wish for it: they say that they cannot keep any check over their servants in charge of the outstills.

Smuggling and illicit distillation must be put down by efficient supervision: there is no other cure. I doubt whether local bodies could be trusted with any control to select sites for liquor-shops, but the Magistrates of districts and sub-divisions should be required to do so, and to act in the matter as Magistrates in the interests of peace and order, and not as revenue officers. Thus they might refuse to locate shops in the near neighbourhood of mills or other places where large bodies of labourers collect on the highway to tempt travellers. The principle should be to meet an actual demand, not to encourage drinking by increasing facilities unnecessarily. Those that must needs have the stuff might well be expected to go a little distance for it to an unfrequented part rather than that it should be thrust on the attention of every passer-by.

I send for further information on the general subject copies of my remarks on the outstill system in the last Excise Report, and of letter No. 52, dated 18th May 1883, reporting on the mill-owners' petition.

EXTRACT FROM EXCISE REPORT FOR 1882-83.

THE OUTSTILL SYSTEM.

6. The revenue from country spirit has increased from Rs. 10,402 in 1876-77, before the introduction of outstills, to Rs. 20,331 in 1882-83. Financially this must be held to be a most successful result, but if we take into account increase of drinking, drunkenness, and demoralization among the people, the advantage may have been bought too dearly.

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7. It used to be assumed that the great increase in revenue year by year did not show any increase in drinking, but merely a driving out of illicit liquor. Facts, however, have proved too strong for that assumption, and it is now alleged, on an equally baseless foundation, that though drinking has increased, drunkenness has not. This ignores the universally acknowledged fact that natives drink in order to get drunk. The number of police arrests for drunkenness has little or no bearing on the question. The police are not very eager to arrest drunken men in the towns and out in the country where the new outsills have been placed; they are not at hand to do so if they wished. Most of the drinking is done at home, and the police have no authority to arrest drunken men in their own houses. I lately spoke to the Superintendent of the Serajgunge Jute Mills on the subject, and he made very bitter complaint as to the bad effects of the outstill system with its cheap liquor on his workmen in increasing drunkenness and breaking up their homes. A fact of this kind from a practical man brought into contact with the lower classes in business relations is worth a good deal of theory.

8. The Board point out that in Pubna and other districts of this Division the number of shops to the population falls far short of the proportion attained in Behar, and argue from this that the outstill system cannot have attained any undue extension in these parts; but nothing is more fallacious than this kind of comparison of one part of a country with another widely different in character. Behar has a Hindoo population addicted to spirit-drinking; in this district the population is largely Mahomedan and temperate: yet this is the character of the argument on which this system has been revived. Mr. Buckland, in his letter to Government of August 1877, made a great point of the comparison between. the quantity of spirits per head drunk by the people of Sweden and those of Bengal A more complete *reductio ad absurdum* could hardly be wished for by the opponents of the outstill system than this comparison of a country in the north of Europe with one just on the borders of the tropics.

9. Instead of these futile comparisons it would be much better to arrive at simple facts, and enquiries from independent persons, such as missionaries, mill-owners, planters, and others, would put the Government into possession of these.

10. I observe in the printed report for 1880-81 that my opinions on this subject (not often, I observe, quoted in official reports) are referred to because in one village in Dinagepore illicit liquor was found in a number of houses. That fact serves to show that outstills do not drive out illicit distillation if the circumstances are favourable for the latter. Whether with outstills or the distillery system, the only cure for illicit distillation is efficient supervison.

No. 52E, dated Pubna, the 18th—19th May 1883.

From—E. G. GLAZIER, ESQ., Collector of Pubna,

To—The Commissioner of the Rajshahye and Cooch Behar Division.

I HAVE the honour to submit the information on the outstill system called for in your No. 98, dated 3rd instant.

2. The number of outstills in the district during the year 1882-83 was 40, being one to 32,793 people and to 49 square miles. In comparing these figures with those of other parts of the country, it must be borne in mind that the rural population is largely Mahomedan, who do not drink spirits, and that the drinkers of country spirit are found almost exclusively among the low-class Hindoo population of the marts and markets and the emigrants from Behar and elsewhere who frequent the trading centres.

3. The fees of the outstills ranged from Rs. 8 to Rs. 210 per month, the average being Rs. 42.

4. The number of shops that existed in 1878-79, the last year of the sudder distillery system, was 39, thus distributed—

Country	29	Town—	
		Pubna	3
		Serajgunge ...	7
		Total ...	10

The 40 outstills of 1882-83 were thus placed—

Country	34	Town—	
		Pubna	2
		Serajgunge	4
		Total ...	6

Pubna.

5. It will thus be seen that while there has been an increase of five country shops there has been a decrease of four town shops. But every shop under the new system has its own still, while under the old one still supplied a number of shops. The six town shops each with a still must represent the manufacture of a larger quantity of spirit than the ten shops of the old system, and there can be no comparison between the quantity of liquor turned out by the 34 country outstills of 1882-83 and the consumption of the 29 country shops of 1878-79, which had to draw their liquor from a few stills of the sudder distilleries. After careful estimate it is calculated that the consumption of country spirit has more than doubled since 1878-79.

6. These facts, and the cognate fact of the progressive increase of revenue, go to show that drinking has increased. Mr. Farrer reports :—" I see for myself that there is more drinking. There has been only one prosecution during each of the last four years for drunkenness, but this means very little. The people who drink take the liquor home and drink it there, so that after drinking it they have no occasion to go abroadagain." The Superintendent of the Serajgunge Jute Factory also testifies to the habit of drunkenness into which a large portion of the working classes have fallen.

7. On the other hand, the price of the liquor has not fallen here, as I know it has in other districts. The town price is Re. 1 a bottle, and the country price eight to twelve annas, the same as it used to be in the distillery days, and the liquor is said to be weaker. The reason of this is that in this district there is very much of a monopoly among the shopkeepers, and it is difficult to induce competition, though efforts are from time to time made to introduce shopkeepers from other districts.

8. The increase of drinking among the workpeople of the jute mills and the labouring classes generally is mainly to be ascribed to a series of prosperous years with cheap food coupled with the facilities which the outstill system certainly gives the shopkeeper in supplying his customers, as it is much easier to distil on the premises than to fetch the liquor from a distance, and, moreover, every extra gallon sold adds greatly to his profit, because he does not pay duty on the quantity distilled.

9. To sum up, we have in the country parts 34 outstills in place of 29 shops which had to draw supplies from a distant distillery, and here facilities for drinking have certainly increased largely : in the towns there are six shops with outstills against 10 shops without. here the facilities have increased but in a less degree. What the memorialists ask for is that the policy of Government should be to discourage rather than to encourage the habit of spirit drinking, and in this respect I think that the definite proposal to have no shop within two miles of a mill is a good one. The Superintendent of Serajgunge Factory says : " I am sure that a large number of our workpeople drink simply because the temptations and the facilities for doing so are great. Others again who are confirmed drunkards will of course go miles for their liquor, but they form a small minority."

10. In the case of ganja the Government has consistently discouraged the use, and sometimes with the successful results of getting a larger revenue with a less consumption. The same policy should, I think, be pursued as regards all intoxicating articles of consumption. Of course I admit that ganja is very much more hurtful than other intoxicants, and if it were necessary to push the use of spirits in order to decrease that of ganja the necessity might be accepted to avert a greater evil, but that is by no means the case. To a great extent different classes use the two articles, and the classes that use both are not likely to be weaned from the use of ganja by becoming steeped in liquor. The constant use of the liquor is much more likely to lead to a craving for the ganja as a stronger stimulant.

11. Looking at the progressive increase in the revenue and the previous reports on the subject, I lately reported that I considered the outstill system to be financially successful, though morally objectionable; but taking into account the great increase in consumption shown, while the retail price has remained the same, I must adopt the conclusion to which Mr. Farrer has arrived: "That with the same consumption there would have been a much larger increase of revenue under the duty system, or that the increase in revenue would have been as large under that system with a less consumption." The system is thus both financially and morally bad.

EXTRACT FROM VOLUME II, RUNGPORE RECORDS, PAGE 20.

IV.—EXCISE.

THE year 1790 saw the commencement of the excise system as well as that of the police. The articles chosen for regulation were distilled country spirit, madut—a product of opium with spices,—and ganja, country spirit, or arrak, now the least important of our excise items, head the list in regard to its productiveness in these early days of excise administration. There were distillers and spirit-sellers scattered over the district, who plied their trade before any regulations were made, and they protested that they could not carry on the business if a tax was levied on them, and they had to be schooled into acquiescence by heavy fines. These difficulties, however, were soon overcome, and licenses were granted for a large number of the principal market-places throughout the district, and a revenue of Rs. 10,000 per annum was collected The system pursued was what is known as the outstill system. A daily tax of six annas or twelve annas, according to locality, was paid by the

distiller, and he was at liberty to prepare and sell as much spirit as he could, and the more he sold the more his profit would be, as his daily payment to Government was fixed, and did not depend on the amount of his sales. This system, while it certainly checks illicit distillation, does so by increasing the licit manufacture to an incalculable extent, and inevitably had a direct tendency to increase the habit of drinking, and as a consequence drunkenness and disorder. The Magistrate, Mr. Wordsworth, thus forcibly adverts to these effects in a letter to Goverment.—In reply I beg leave to state that the proceedings of my criminal court afford almost daily instances of disorderly conduct, and sometimes of the most disastrous consequences arising from the immoderate use of spirituous liquors among the lower classes of the natives—an evil in a great measure ascribable to the low price at which such liquors can be manufactured and sold in this district. The better to afford the Right Hon'ble the Governor-General in Council an opportunity of considering this circumstance, and of applying a proportionate remedy, so far as any increase of price by taxation or otherwise may be supposed likely to discourge the use of them, I beg leave to furnish a statement of the highest general price at which arrak or *mud* (the only spirituous liquor manufactured in this district) can at all times be procured under the circumstances of the present tax. A manufacturer who pays but 12 annas per diem to Government for a still capable of holding 20 seers of water can work off one maund of rice and produce 40 seers or quarts of the strongest arrak in common use, which he can afford to sell at four pice (= one anna) the seer, or Rs. 2-8 the maund, when rice is at 8 annas the maund, but when, as is now commonly the case, rice sells at three maunds the rupee, and sometimes much cheaper, the value of the arrak of course decreases in proportion, and the facility with which the poorest classes can command the use of this destructive liquor may be easily conjectured; and since it appears that half a seer of the arrak alluded to is fully sufficient to completely intoxicate even persons accustomed to the use of it, it is reasonable to conclude that a common labourer who is not altogether addicted to drunkenness, and who earns only from Re. 1-8 to Rs. 2 the month, that is to say from 96 to 128 pice, can in general procure a greater quantity of this liquor for a month's consumption than can be considered sufficient for any salutary purpose from 20 to 30 pice." *Pubna.*

Statement of A. W. MacDonell, Esq., Superintendent, Serajgunge Jute Company, Limited.

I HAVE resided at Serajgunge for 11 years, and for most of that time have had charge of a large business, which has brought me into contact with every class of natives. In the local jute mills alone we employ daily about 3,500 workpeople, and I have for years been able to observe on them and on others the working of the present system. The consumption of liquor, especially cheap liquor, has increased enormously (more than doubled itself) in the past five years. The increase has taken place among the following classes:—Clerks, vakeels, mooktears, up-country and Sonthali coolies, workmen, and boatmen. Almost all English-speaking natives and zemindars do drink; agriculturists never drink.

Drinking has become very much more common, and is carried on more openly by the above classes. The increase of drunkenness is attributable to greater facilities for obtaining liquor and the great reduction in price. As far as agriculturists are concerned, the past five years have been very prosperous. Merchants and others who have been prosperous do not belong to the drinking classes. The increase in drinking has been among classes who are not affected much by good or bad years.

In Serajgunge under the sudder distillery system no liquor was sold at less than Re. 1 per bottle; prices now are as low as 8 annas per bottle for some kinds. About 10 annas of the liquor sold is stuff at this price. Liquor at Re. 1 per bottle is purchased by the richer classes, such as vakeels, &c.

There is no reason to believe that the liquor consumed by the people during the sudder distillery system was stronger than it is now. It is difficult to get evidence that *dhatura* or other poisonous substances are used in the preparation of country spirits or for adulteration afterwards, but I feel sure such practices exist. I do not think that the consumption of tari and pachwai has diminished since the introduction of the outstill system. I do not think that illicit distillation ever existed to any extent, and doubt if there is any now. I have not heard that zemindars and other people of the richer classes get liquor manufactured at the outstills from materials supplied by them to the vendors. Drinking has increased enormously. Even the upper classes prefer to get drunk on cheap country spirits. They drink, not because they like the taste of the spirit, but simply for the sake of getting drunk and for debauchery. I believe liquor is obtained in exchange for goods, &c. The vendors do not sell on credit.

Among the upper classes drinking is so much mixed up with debauchery that it has the very worst effects. Among clerks and writers it creates dishonesty, and keeps coolies and the lower classes constantly in debt and at the mercy of mohajuns and money-lenders.

I would recommend a return to the sudder distillery system, and that the duty be raised to Rs. 9 per gallon. This would place liquor beyond the reach of the lower classes, and drinking, which is the ruin of hundreds of well-paid coolies and workmen and their families, would become almost unknown among these classes. Money now wasted on liquor would be spent where it is much wanted, viz., on material comforts and on better food, and the social and moral status of

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the working classes would be much raised. In Eastern and Northern Bengal, where the Mahomedan element is so strong, village punchyets and the police, together with heavy punishment in case of detection, would limit illicit distillation so much as to make its effect infinitesimal as compared with the ruinous effects of the present system. The control of the selection of sites would not be necessary if the duty on liquor were raised so as to make its wholesale consumption by the lower classes impossible. The increase in duty even to Rs. 9 per gallon would not stop many of the upper classes from drinking; but men of the upper classes, and men who can afford such rates, ought to be sufficiently educated and in a position to look after their own moral welfare. No man in this part of the country *requires* to or *does drink* liquor *to get support or nourishment.* From the lowest coolie to the richest zemindar they drink solely for the sake of getting drunk, and always get drunk when they drink.

EVIDENCE OF WITNESSES IN THE DACCA DIVISION.

DISTRICT DACCA.

Statement of N. S. Alexander, Esq., Commissioner of the Dacca Division.

THERE is a larger amount of liquor consumed, no doubt, but it is of a less intoxicating quality than that supplied under the sudder distillery system.

I do not think there has been any special increase of drinking among school-boys, domestic servants, agriculturists, day-labourers, and women.

I do not think the outstill system has had any effect, more than any other system would, in leading people belonging to classes which did not drink while the sudder distillery system was in force to acquire the habit of drinking. I think all classes of Hindoos are gradually, year by year, learning to take a certain amount of liquor.

The last five years have certainly been on the whole prosperous in this Division. When the consumers have extra money, they are likely to expend an extra amount on liquor; but the same is done in the cases of ganja and opium, &c.

The prices of country spirits under the sudder distillery system varied from 1 rupee to 1 rupee 4 anans, while those current for outstill liquor vary from 4 annas to 12 annas for a quart bottle.

The liquor consumed by the people under the sudder distillery system was certainly stronger than it is now in the districts most known by me, *i.e.*, Tipperah, Mymensingh, and Furreedpore.

I have no reason to think the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries.

Note.—It may be irrelevant, but I wish to remark that in Eastern Bengal the consumption of such drugs as *ganja* and *bhang* are far more deleterious, and cause more damage to people generally than any amount of drinking of spirits. More people are, I believe, admitted into lunatic asylums owing to over-indulgence in *ganja* than from any other cause almost.

Since the introduction of the outstill sytem the consumption of tari and pachwai has not diminished in this Division.

I believe illicit distillation of spirits has largely decreased since the introduction of the outstill system; for half-a-dozen cases formerly, there is perhaps one now.

I do not know whether zemindars and other people of the richer classes ever get liquor manufactured from materials supplied by them to the vendors.

In Mymensingh, I remember, the sale of imported wines was much decreased owing to the opening of outsills,—not a bad thing though, considering the filth that was sold as brandy, port, &c.

I do not personally know of any special cases of liquor being obtained from outstills during the prohibited hours, though there might be such cases.

Very probably the holders of outstills supply liquor in exchange for goods, such as grain, ornaments, &c.

I cannot believe that a glass of liquor or two affects a man's morals, but to Hindoos of high caste and of rigid orthodoxy the mere act of drinking *any* liquor is as abhorrent as it is to a rigid Mahomedan: hence much of the present outcry against drinking.

The material prosperity of any class has not, to the best of my knowledge, been injuriously affected by habits of drinking.

I think while it will be a good plan to start again the sudder distillery system in large towns, the outstill system should, as now, be kept in force in the rural tracts, the auction system being adhered to.

Statement of Mr. F. Wyer, Joint-Magistrate.

I WAS Collector of Burdwan for about eighteen months just after the introduction of the outstill system, and for about the same time of Hooghly, where the sudder distillery system (except for Jehanabad sub-division) is in force.

I think that drinking has increased among the highest and lowest classes. Among the highest classes this fact is probably due to imperfect education, leading to a revolt against old customs and a wish to show that they are no longer binding; and among the lowest classes to the fact that they have more money, and can get liquor much cheaper than they formerly could.

School-boys in Hooghly no doubt drink when they get a chance, and from what I heard they drink more than they used to do.

I doubt whether any except the lowest classes of people that did not drink when the sudder distillery system was in force have acquired the habit of drinking, but they have had a better chance of indulging in it since the introduction of the outstill system.

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The lowest classes have been better off, and, having more to spend, no doubt have indulged more freely in drinking.

As far as I remember, the retail price used to be twelve annas a quart bottle under the sudder distillery system, and about five annas under the outstill ; but I am not quite sure about this. I remember when I was on tour in Burdwan near Assensole, I was told people could get well drunk for one to two annas, and that formerly, *i.e.*, under the central distillery system, it would cost some eight or ten annas.

I was told by Dhabaneser Mallia that dhatura was mixed with the liquor supplied to his miners at Searsole, but I could not prove this, though I had an enquiry made about it.

As for illicit distillation, there was a case at Serampore, when it was proved that the peons on guard supplied certain persons with liquor from the central distillery. I do not think the outstill system has led to any increase in drinking among the upper classes. The upper classes generally drink imported spirits, and this in Hooghly to a large extent.

I do not know whether liquor can be obtained from outstills during prohibited hours. As far as I know, I do not think liquor is exchanged for goods, &c. Both miners in the Raneegunge sub-division of Burdwan and the jute hands of Serampore have been injuriously affected by their habit of drink. These classes drink as a rule country spirits.

I think that the best means for limiting the consumption of country spirit would be by increasing its price, and this could be done by limiting the quantity of spirit which might be distilled at each outstill by limiting the number and defining the capacity of the stills. The outstills should be constantly inspected by the excise-officers, and the number of outstills should be so small that frequent inspection would be possible. In this district I find that certain outstills are allowed to supply other outstills with liquor. This arrangement might possibly be advantageously extended to other districts. But I have not formed an opinion on its being a good or bad plan. If none but large outstills were allowed, this would be in a way returning to the central distillery system. The present system might be modified so far as to be restricted only to certain parts of the province. As far as I know, if local bodies were allowed any control over the selection of sites for liquor-shops, very few would be allowed. In Hooghly the general feeling of the respectable middle class was entirely against liquor-shops being allowed at all. The highest classes were to some extent opposed to them, since they did not drink country liquor, so that I think a clean sweep would be made of most of the shops if local option were allowed. I would not entrust the local bodies with any control at all.

Statement of Baboo Jogon Mohan Bhattacharji, Special Excise Inspector.

I AM not an inhabitant of this district. I have been resident here about three years.

I have had no experience of the working of the sudder distillery system, but as an excise-officer I have got some experience of the working of the outstill system.

As I have no means of judging what the state of the district was before I came, I cannot say from personal experience that drinking has increased during the last ten years. Judging, however from the fact that the number of liquor-shops is double of what it was ten years back, I can infer that liquor is consumed to a larger extent now. The increase appears to have taken place among the middle classes and domestic servants.

I have never seen school-boys drinking. Domestic servants are said to drink to a greater extent now than formerly. The bulk of the agriculturists in the eastern districts are Mahomedans, and they as a rule do not drink.

It does not appear that any class of people that did not drink under the sudder distillery system has now taken to drink.

I cannot say that drunkenness has increased.

The last five years have not been on the whole prosperous in the district. Under the sudder distillery system liquor used to be sold at Re. 1 and Re. 1-4 per bottle. Under the outstill system it is sold at 4 annas, 8 annas, 10 annas in Dacca; at 12 annas to Re. 1 in Mymensingh ; at 8 to 12 annas in Furreedpore and Backergunge. I am told that the liquor prepared under the sudder distillery system was stronger. I do not think that the outstill liquor is more injurious to health, nor that any poisonous substances are used in its preparation. The consumption of tari and pachwai has not diminished since the introduction of the outstill system. In some parts of the district, such as Kaligunge in Dacca, illicit distillation used to take place to a large extent. It seems now to have disappeared. Only three cases have come to my notice in three years, one in Dacca and three in Mymensingh. I do not know whether zemindars or other people of the richer classes get their liquor manufactured at outstills from materials supplied by them.

If by the upper classes Baidyas, Brahmins, and Kayasths are meant, I should say that drinking to a certain extent has increased among them. Men whose income comes up to about Rs. 2,000 and upwards generally use imported liquor. In the mofussil, however, where there are no imported liquor-shops, such people use country spirits.

I am told that liquor can be obtained from outstills during prohibited hours. That the holders of outstills supply liquor in exchange for goods, grain, or ornaments has not come to my knowledge. They do sell on credit. I do not think the outstill system in East Bengal has demoralised the people. It does not appear to me that the material prosperity of any class of people has been injuriously affected.

Under the present system licensees enjoy the privilege of distilling as much liquor as they like, and consumption cannot be checked unless some restriction is placed upon the licensee's powers of production. I would suggest the following way of doing it:—The capacity of the stills, the number of times they should be worked, and the number of earthen jars used at each still for fermenting the raw material, might be fixed by law; and to ensure the strict observance of the law, I would propose that the stills for the shops in each excise division should be worked at the head-quarters of that division, under the immediate supervision of the excise-darogah or mohurir. The licensees will take their supply of liquor from these stills, just as opium and ganja-vendors take their supply from the treasury and the ganja-golas. Under the proposed scheme the licensees power to distill will be considerably diminished, and the cost of production of the commodity increased. This will lead to high prices, and consequently low consumption. I would further add that, except in towns and exceptionally populous places, liquor-shops should not be started within 12 miles of each other. In order to prevent smuggling and illicit distillation, Divisional Sub-Inspectors may be appointed according to the number of districts in each division, with three detectives under each.

I do not think it necessary that the present rules for the selection of sites of liquor-shops should be disturbed.

Statement of Syed Golam Mustafa, Zemindar, Pleader, and Honorary Magistrate.

Drinking has increased so much that I wonder why should not the people bathe in wine. The Hindoos have been drinking long; but the Mahomedans have also taken to it, chiefly those of the higher or respectable and lower classes.

School-boys drink,—that goes without saying. My servants do not drink, but those of other houses drink, for their masters drink. Some of the Mahomedan agriculturists in and about the town drink; but in the mofussil they do not. Those that drink have learnt to do so in towns. Drinking is general among day-labourers. No respectable women drink.

Drinking is prevalent now among all classes. Government itself is the cause of the increase of drunkenness. Government does not think it to be its duty to preserve the religion of its subjects. The people are not prosperous; they cannot afford even to support themselves. What the agriculturists earn is spent in litigation, in court-fees, in paying peons and fines, so that the money they earn goes back to Government.

There is no illicit distillation, nor is there any necessity for it, since outstills are so plentiful in the country. There is drinking to some extent among the upper Mussulman classes, but they drink imported spirits. Among the middle classes those that have recourse to *namaz* do not drink, and those that do not (they are many) do drink imported spirits, and the lower classes drink country spirits.

The outstill system led to an increase of immorality. As an Honorary Magistrate, I have frequently to try cases of drunkenness, fighting in the street, and assaults. More than a year ago 15 or 16 persons used to drink together in my neighourhood, and some of them while drunk endeavoured to enter my house, I had to shut the door of my house, convict the culprits, and fine them heavily. Thefts are the results of chandu and madat. I should put down drinking and smoking chandu altogether. Unless this is done peace cannot be preserved. The man that opens a shop ought to be heavily punished.

Statement of Baboo Kashi Kant Nag, Baboo Shyamakant Nag, M.A., B.L., and Baboo Kali Mohun Sen, B.L., Secretary to the Moheshhurdi Association.

We are inhabitants of this district. We have very little experience of the working of the sudder distillery and outstill systems.

Drinking has much increased in this country since the last ten years. The causes of such increase are:—(*a*) The cheapness in the price of spirits, (*b*) the facility in obtaining it, (*c*) the system of retail sale, which enables men of the poorer classes of the people to purchase liquor sufficient to get drunk, (*d*) the facilities afforded in procuring country spirits and the bad example set by drunkards.

In some places school-boys are found in the habit of drinking, but their number is very small. Domestic servants used to drink formerly at the expense of others during festivals, but at present they drink at their own expense, or by stealing money out of that given to them for their bazar expense. The agriculturists did not drink before, but of late some of them have been addicted to liquor. In villages the day-labourers and the agriculturists form the same class. Formerly only the prostitutes used to drink, but now there are some women in certain villages who are seen drinking.

The Shahas and the fisherman, who did not drink while the sudder distillery was in force, have since the introduction of the outstill system taken to drink. Owing to the cheapness of the price of liquor and facility with which it can be obtained there has been an increase of drunkenness.

The last five years have not been on the whole prosperous in our district. Judging from the means of the classes of the people that generally drink in this part of the country, it appears that the increase of prosperity is not the cause of increase in consumption.

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The retail prices of country spirits under the sudder distillery system varied from Re. 1 to Re. 1-4 a quart bottle, and those current for outstill liquor vary from 4 to 7 annas a quart bottle. We have heard that *bishkatali, tobacco,* and *chillies* are used in manufacturing country spirits. Neither tari nor pachwai is or was used in this quarter.

We have heard that long before the introduction of the outstill system illicit distillation was practised in some places in this district, but owing to strict enforcement of the conditions of the license the practice has disappeared. We do not know that the zemindars and other people of the richer classes ever get liquor manufactured at the outstills from materials supplied by them. If upper class means respectable gentlemen, then of course owing to the introduction of the outstill system drinking among them has much increased. Rich men generally use imported liquor. Liquor cannot be obtained generally from outstills during the hours at which they are closed under the law and rules. It can be had only through special persons, if brought very carefully. The holders of outstills are not said to supply liquor in exchange for ornaments, &c., but we have heard that persons who supply the holders with bottles and fuel may get spirits in exchange. Liquor may be had on credit from outstill shops.

Drinking makes men immoral and poor. There are some persons addicted to it who cannot support their families. The members of many respectable families commit immoral acts owing to drinking. Sometimes the respectability and modesty of women are seen violated. Prostitutes generally live where there is an outstill shop. The enticement for drinking leads many persons to give false depositions and to help in quarrels arising out of party spirit. The habit of drinking injuriously affects the material prosperity of all that drink. The present outstill system should be done away with as regards villages. The stills should be kept only in towns and principal markets under the superintendence of competent authorities, and the price of the liquor should be raised. The rules for retail sale of liquor should be strictly observed.

We believe there can be no apprehension for illicit distillation and smuggling if the police-officers, chowkidars, and panchayats be vigilant enough. We would advocate the enactment of certain laws entrusting the municipalities with certain control over the sites of outstills and the manufacture and sale of liquor. We are of opinion that there should be no outstills in villages (except in largely populated places), and those already in existence should be removed if the majority of the villagers would object to them.

Supplemental statement of Baboo Shyama Kant Nag, M.A., B.L., of Baradi in Naraingunge, Zemindar and Vakeel, and the statement of Baboo Kali Mohan Sen, B.L., of Amdia in Rupgunge.

An outstill has recently been set up in Baradi in Naraingunge, and another for six or seven years near Amdia in Rupgunge; the license of one being Rs. 100 monthly, and for the other about Rs. 64 for this year. There has been an increase of drinking since the establishment of these stills. The school-boys whom we have known to drink were *Shaktas.* There is no householder in our village who is a *Baisnab.* The Mussulmans have begun to drink. They never drank tari. There has been a great average profit made on jute during the last five years, but food-grains have not been good. The people are well-to-do on chur lands, but not on higher lands, where the crops are precarious. We have heard of the existence of illicit distillation long ago, before the introduction of the outstill system. There has been great increase in drinking in the towns of Dacca among day-labourers.

(*N.B.*—Baboo Kali Mohan Sen stated that there was a shop near his lodging and it was a nuisance. This was a still as well as a vend shop.)

Statement of Baboo Shibendra Nath Gupta, Teacher, Eden Female School.

I am a resident of this district for five years. I have observed the effects of the sudder distillery and outstill systems in Jessore, and judge of their merits by what I have seen. My opinion is that drinking and drunkenness have increased in this district during the last ten years. I speak of Jessore, where I was born, and I have found that among the Baidyas, the caste to which I belong, owing to the prevalence of Tantric worship, the practice of drinking was formerly observed only on particular days of the moon, and in the midst of *chakras.* Since the introduction of the outstill system drinking is carried on at all times, and no religious ceremonies are held. When caste parties (dals) are formed to excommunicate certain persons, the latter try to bribe the leaders of the other party with liquor—a practice unknown before. On occasions of marriage and other festivities it has become the fashion with men to demand liquor for entertainment; and if the demand be not complied with, the inmates of the house where the festivities are held have been known to be excommunicated. One such case took place at Kalia, in Jessore, in 1882. When an old or well-to-do person dies, the relatives or individuals that carry the corpse to the cremation ghât ask for liquor; and if their demand be not complied with, they refuse to carry the corpse. If a wealthy or educated man be a party to a lawsuit, he tries to please the witnesses or those that support him in the suit by giving them liquors to drink. I am of opinion that the increase of drunkenness has taken place among the middle classes generally and the Baidya caste specially. I do not know of the extent of the increase among the lower classes. Drinking is not observed much among school-boys, agriculturists, and women. The Baisnabs, the Brahamins, and the Mussulmans, are the classes that did not drink before, have now taken to drinking.

I cannot speak of the extent. The increase of drunkenness I attribute to the following causes:— (1) the cheapness of liquor, (2) the greater accessibility of outstills. I do not think that the agriculturists are a prosperous class. Owing to scarcity and insufficient crops from time to time they are always in a state of great difficulty. The day-labourers earn more now-a-days, but owing to their improvident habits, contracted by drinking, they cannot be said to be prosperous. What they earn in four days they spend away in dissipation during the two following days; so they are not known to work steadily for a few days together. The condition of the middle classes is miserable; they do not earn, much, and they are heavily indebted. The liquor under the sudder distillery system sold at from Re. 1 to Re. 1-4 a seer; the same kind of liquor under the outstill system sell at from four annas to ten annas a seer. I have heard from those that drink that the outstill liquor that is sold at ten annas a seer, is of the same strength as the sudder distillery liquor that was sold at Re. 1-4 a seer, and so on. I have heard of one or two cases of illicit distillation in this district in this year. A man with Rs. 2,000 a year for income generally uses imported spirits. But on occasions of marriage and other festivities country spirits are generally used among the higher castes, but with incomes below Rs. 2,000 a year it is the custom to use country spirits. Foreign spirits are used occasionally. Liquor can be obtained during the hours forbidden by the law and rules. I have seen persons getting liquor from a shop at 10½ or 11 p.m. I know that liquor-vendors sell on credit. Among the effects of drinking upon the people I may mention (1) the improvident habits which it engenders, (2) total disregard of the duties of domestic life, (3) greater dissipation, (4) the violation of all the wholesome restrictions imposed by society, (5) greater temptation to evil courses, (6) indecent songs and indecent talk in streets and in drinking parties.

I am of opinion that country spirits ought to be manufactured by Government alone and sold at a certain price (one rupee a seer at the lowest).

The liquor manufactured by Government must be of such a quality that the mixture of even the smallest quantity of water with it will make it worthless. Liquor at 80° below London proof may be sufficient for the purpose. In order that any adulteration may not be practised, Government should levy a high duty on the materials out of which country spirits are extracted. Imported liquors containing spirits should be included under the excise law, and the import duty on them so raised that a quantity of such liquors (Eu-de-cologne or Florida water for instance) which will intoxicate any individual may not sell at a price lower than a quantity of country spirits of 80° below London proof would produce the same effect upon the same individual. Persons drinking the two liquors above mentioned and getting intoxicated have come under my notice.

Government should manufacture spirits only at certain head-quarters under the personal superintendence of the Excise Inspector, and not always but only at certain stated periods of the year.

The vendors must send in their orders before a certain time (say one month) of the date of manufacture, and Government should not manufacture more liquor than is ordered for by the vendors, for then Government would be anxious and impatient to sell the surplus and will try to find means for it.

The number of shops should be considerably decreased. A population of at least one lac may have one shop at its centre.

The sale of lease by auction should be discontinued. The auction sale has apparently this advantage, that it brings in the greatest possible profit to Government. But when the profits of the shop-keepers will be less and the consumption restricted, and when the vendors will have to anticipate the demand at the time of sending an order, an inordinate price shall be offered only by him who will depend upon his dishonest means to create the demand. It may be taken almost as an axiom that the greater the price of the lease, the greater the temptation for the vendor to create a demand and increase the consumption if he finds no profit in adulterating. [This risk of creating the demand will be met with by a provision further down.]

Another advantage of auction sale is to get rid of a man who has held the same outstill for a long period. It may be provided that the same person will not be entitled to the same lease more than a certain number of times. When consumption seems to increase in a certain locality, and the vendor is seen to order for more and more liquor, it should be the especial duty of the Excise Inspector to satisfy the authorities above him as to the causes of this increase in consumption after due enquiry and gathering information from the locality (especially from local bodies, administrative and philanthropic, if there be any), without depending upon the vendor's explanation.

Although it will be at first difficult for the Government to fix the price of the lease, it will be easy after observing the consumption of one year to set a price beyond which no adventurous auction buyer could reasonably offer. And if consumption increases, the price of the lease should also be increased at such a rate that increase of consumption would be impossible except on absolute demand, and as the consumption would increase the price of the spirits would also increase. The importing of liquor by the people of one district from another being strictly prohibited. Even if spirits were imported, the consumption in another district would thus increase and raise the price there. Credit sale on pawns, sales by exchange, sale over a certain quantity to a single person at a time, sale beyond a certain period of the day, should be strictly prohibited. Excise-officers should be employed to detect smuggling and illicit distillation; but the practice of giving them rewards on such cases should be discontinued, for they may be tempted to get up cases, which they are now suspected

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to do. All such cases should be given over to the police for prosecution when detected by the excise-officers or private individuals. Rewards should be promised to private persons and to local bodies (philanthropic or otherwise, not administrative), and this should be published once in a year. As to private persons, one-fourth of the fine imposed will be sufficient to encourage them, while it will not be too much to entice them to get up cases. To public bodies who are under no such temptation one-half of the fine, and if possible more, should be promised. It will also be the interest of the vendors to give information to the police in this connection.

There ought to be a sufficient number of Excise Sub-Inspectors to inspect all the districts of the division under the supervision of the Excise Inspector. But the Sub-Inspectors must not be located permanently in particular districts, and the same officer must not be sent over and over again to the same place. They should also be frequently transferred from one division to another. Neither should any kind of money transaction be allowed between any vendor and any excise-officer. No Excise Sub-Inspector will be permitted to make settlements in a district where he made the previous settlement.

In the Excise Department the staff of office clerks should be different from the inspecting staff, and the inspecting officers should never be allowed to take rest on the pretence of office work, as they do now.

The Excise Inspector should be a first-class Deputy Collector on deputation, and should, if possible, be directly under the Commissioner of the Division and not the Collector, who has so many other duties to perform that he can hardly pay attention to this department. If there is any Provincial Administrative Board, he may also be under its direct control and superintendence. The manufacture of country spirits should be completely under the control of the Excise Inspector. Direct control over the manufacture by the provincial bodies is neither necessary nor advisable. To local administrative bodies in the interior no power of direct interference with the working of the shops should be given. They will be entitled to report against any Excise Sub-Inspector with whose work they may not be satisfied, or bring to the notice of the Excise Inspector any breach of excise law which they cannot detect but which they strongly suspect to exist. The Excise Inspector will be bound to give due consideration to their report and suggestion, and to enquire personally or through competent Sub-Inspectors.

To local philanthropic bodies should be promised rewards for detecting cases, but no power or control should be given to them. Where there are at present more than one shop in a place of a population of one lakh, all the others should be abolished except one. Even then, should the local administrative bodies object, none should be retained; or if local philanthropic bodies submit a memorial to Government with signatures of one-tenth or one-eight, the population, no shop shall be kept, that being presumably more than half the adult male population of the place.

When the Excise Inspector proposes to set up a shop in any place, he should publish his intention in the locality together with the declaration of the power of local bodies.

The Excise Inspector will not be entitled to propose the setting up of a shop in a place, mostly of rural population, before he has observed the detection of ten different illicit distilleries in ten different quarters of a place with one lac population, that being a proof of the demand of spirits. Further details of the system can be worked out consistently if necessary.

A Petition presented by Durgacharan Chatterjee and 492 others, inhabitants of Vikrampur, sub-division, Moonshigunge.

WE the undersigned inhabitants of Vikrampur present this petition about the outstill system, and pray that the Commission will kindly give an indulgent hearing to the same, and save the men of this country from the dire jaws of the demon of liquor.

The introduction of the outstill system has wrought evils in this country in divers ways. During the sudder distillery system there were only four country-spirit shops within the jurisdiction of this sub-division (Moonshigunge), whereas there are at present 19 such shops. They are situated so close to each other that the village men can always buy liquor cheap very easily, and thus satisfy their ill propensities. During the sudder distillery system the liquor used to sell at Re. 1, and in certain places at 12 annas or 14 annas a bottle (one seer), but now three bottles can easily be had for one rupee, and those who buy in gallons can buy it still cheaper. For this reason drinking has increased threefold among all classes of men, viz., from the Brahmins holding the sacred thread down to the Chandals, and from the men belonging to respectable families down to the labouring class of agriculturists: nay, this evil spirit has spread its influence even among school-boys, who are the only future hopes of this country. Drinking has also increased to a considerable extent among domestic servants, day-labourers, boatmen, and agriculturists. They pass their days very miserably, but many of them worship the goddess of wine notwithstanding. Formerly almost none among the agriculturists used to drink excepting those that are really termed day-labourers (porters), but at present even the same agriculturists have taken to drink owing to the facilities afforded to them by the introduction of the outstill system. There are some "unfortunates" who drink by money borrowed, by pawning clothes and ornaments. Many of the Mussulman tenants who treated the liquor as *haram* (forbidden thing,—pig) owing to strict religious injunctions, and who did not touch it even at the sacrifice of their lives, have now learnt to drink, and any one who has seen a country grog-shop after nightfall is able to test the truth of the statement. In fact, the outstill system is fraught with evils.

It is true that when the distillery system was in vogue liquor used to be consumed to a certain extent in marriages or in such other festivals, but at present domestic servants have become so much addicted to spirits that they do not in those festivities come forward and engage themselves in any work attentively if they are not supplied with liquor; and the men performing such ceremonies are compelled to include for liquor a sum of money in the list as he would do for an item of necessary expenditure. The use of liquor has in reality increased so much in the country that even at a cremation ceremony those that are to burn the dead body would not do the work unless supplied with liquor.

Drinking has gradually been defiling the morals, habits and customs of the people. It is a matter to be deplored that even the spotless society of the Hindu women, who are celebrated for chastity and devotedness to their husbands, and who are known to be examples of kindness and modesty, is going to be contaminated owing to the cheapness of liquor on the introduction of the outstill system, to the bad examples set by the depraved male members and the encouragement offered by them to the former.

The spirits distilled in outstills are very injurious to health. The shop-keepers manufacturing liquor use deleterious drugs, such as dhatura and biskatali, &c., in order to increase its intoxicating strength, without using the materials which they ought to use in manufacturing it.

The famine of 1273 (B.S.), and the scarcity of 1286-87 (B.S.), have left the tenants and the middle-class men of this country in a sad state. Most of the tenants have become penniless and cannot even pay their rents, and are indifferent to their own comforts as well as to the comforts of their own families, and they seldom make any attempt which may lead to the increase of wealth of the country, simply because they are given to drinking. If such a state of things is allowed to continue for a few years more, the country will undoubtedly be ruined.

The petitioners therefore pray that the deposition of some philanthropists be taken; that the outstill system be put a stop to; that the country, verging on a fall, be saved by introducing a salutary system for the manufacture and sale of country spirits, and that the gentlemen of the Commission be the object of gratefulness to the public at large.

Statement of Baboo Chandi Charan Shome, Second Teacher, Munshigunge Middle Class English School.

I AM a native of Munshigunge. I believe that there has been an increase of drinking and drunkenness in this sub-division during the last ten years, and this increase is owing to the introduction of the outstill system. Drinking is rare among school-boys; but a few are known here and there to have contracted the habit. I know of one school-boy here who was known to drink. He was 15 or 16 years old; but he did not stay in the school for more than two months since the introduction of the outstill system. Drinking has become general among domestic servants. I never noticed them drinking before. Agriculturists have taken to drinking. The agriculturists contain among them Mahomedans, Barui, and others, these did not drink before, but many of them drink now. Among the labouring classes the increase of drinking is general. The following classes may be mentioned:—Manjhis, coolies, sweepers, Malis, Chandals, carpenters, Badyakars. I have heard that some women both among the respectable (*bhadra*) and low classes have begun to drink. I am told that some of the women manage to get liquor from the shops secretly. I attribute the increase of drunkenness to (1) the cheapness of liquor. Formerly a 3-poah (paki) bottle cost from Re. 1 to Re. 1-4, now a gallon (6 bottles) can be had at Rs. 2. But I am told that it sells at less than that. Those that consume liquor at Munshigunge get a gallon at Rs. 2; those that consume outside the locality can get the same at Re. 1-4 to Re. 1-8. (2). The increase of liquor-shops, there are now 19 outstills in North Vikrampur; (3) the easy accessibility of the outstills; (4) the fact that liquor is available whenever required. I do not think that this district has been prosperous during the last few years, and my ground for thinking so is that there was a scarcity here in 1879-80, from the effect of which the people have not recovered. *Anna Chatras* had to be established here in that year for the relief of the people. This year the prices have risen high, so the people cannot be said to be prosperous. The rates of wages are higher now than five years ago. The salary of a domestic servant ranges from Rs. 3 to Rs. 4 per mensem, and they have to be fed also; the earning of unskilled labourers are five annas per diem, and they have to be supplied with one meal also. The agricultural classes earn more than before. But though the earnings have been more they have not led to the prosperity of the people, since they spend away what they earn in drinking, and they cannot save any part of their earnings. Their families are still destitute, and they do not have any share in the earnings of the men. The middle or the *bhadra* class cannot be said to be prosperous in any way; their earnings are small, and the prices are high, and their condition is always poor. I am told, but I have no personal knowledge of the fact, that the liquor vendors adulterate the liquor with *bishkatali* and tobacco leaf. I believe there is no illicit distillation in this sub-division now. I have reason to believe that the outstill system has led to an increase of drunkenness among the higher classes. By higher classes I mean the richer classes as well as the higher castes, such as Brahmins, Baidyas, and Kayasths. The richer classes use the outstill liquor Those among them that used imported spirits are now taking to country spirits. There are very few Baisnabas among these three castes. Drinking was general among them before. The progress of education and enlightened ideas led to slight decrease in drinking, but since the

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introduction of the outstill system the habit of drinking has again begun to prevail largely. I believe that liquor is sold on credit. The moral effects of the outstill system upon the people I consider to be deplorable. It has led to an increase of theft, rows in the streets, outrages upon women, adultery, and prostitution. It has made the servant classes disrespectful towards their masters. The effects of drinking are seen in many ways. No persons could be got together to carry a corpse for the purpose of cremation unless they were entertained with drinking. On marriage and *puja* festivities liquor is a regular item of the recognized expenditure both among higher and lower classes. Invitations are objected to unless there is a provision for drinking among the guests.

This day Jagabandhu Chakravarti, a hotel-keeper, was fined Rs. 8 by the Deputy Magistrate of Munshigunge for drunkenness and notorious conduct on public thoroughfares. It came out on evidence that he was in the habit of threatening to set fire to the houses while drunk.

I would make the following suggestions :—

(1) I would revert to the sudder distillery system.
(2) The duty on liquor should be raised so as to bring on a higher price.
(3) The rule at present in force, that a person should not be able to purchase more than six bottles of liquor, be so altered as to bring the number of bottles saleable from six to one bottle.
(4) The number of shops should be reduced, and they should be located at greater distances from each other. I should suggest that no two shops should be within 12 miles of each other.
(5) No liquor should be sold to boys and women.
(6) Drinking in the premises should not be allowed.

I am of opinion that the power of selecting and regulating the sites of shops and the hours of sale should be entrusted to the Union Committees about to be formed under the local self-government scheme.

The following gentlemen were present when this evidence was taken, and they subscribe to all the opinions recorded above :—

Baboo Ram Churn Shome, Pleader.
„ Rajanikanta Sen, Head Clark, Sub-divisional Court.
„ Chundra Madhub Das, Pleader.
„ Nilkamal Roy Chowdri, Zemindar and Talookdar, Bahar.
„ Susi Bhusan Mullic, Court Sub-Inspector.
„ Kailas Chundra Sen, Pleader.
„ Kashi Chundra Chukravarti, Head Master, Munshigunge School.
„ Harakanta Mookerjee, Civil Hospital Assistant.
„ Hari Prasad Chukervarti, Talookdar.
„ Kamini Kumar Chukervati, Clerk, Post Office.
„ Kali Mohan Dutt, Talookdar.
„ Aunada Prosad Shome, Clerk, Small Cause Court.
„ Mohan Chunder Mookerjee, Head Pundit, Middle Vernacular School.
„ Nobo Kumar Banerjie, Pleader.
„ Srinath Karal, Mooktear.
„ Sona Nath Dutt, Mooktear.

Statement of Baboo Bhubaneshwar Dhar, Thana Rupgunge.

I AM an inhabitant of Dacca. I have no experience of the working of the sudder distillery syetem or outstill system. It is superfluous to state that the number of drinkers has been gradually increasing. I can not speak of anything of a period ten years back, but the people of all classes who are now daily taking to drink cannot be numbered. The causes of drinking are—1*stly*, the liquor is easily available, 2*ndly*, it sells at a cheap price.

As regards the liquor being easily available, every one knows how the turn of a man's mind is changed according to circumstances. A man sees liquor-shops very often, and is thus enticed to drink. If it were not easily available, those that were not accustomed to drinking would not have a longing for it. The introduction of the outstill system is the cause of liquor being so easily available.

As regards the cheapness of the price. Those who cannot afford to pay much cannot take to drinking if the liquor sells at a high price. But as by the introduction of the outstill system the price of the country spirits has much fallen, it has come within the reach of many. I cannot accurately say among what classes the increase has taken place, and to what extent. I can say, however, that it is a matter of doubt whether formerly we saw in our own villages and those adjoining ours two or four men drink even at the interval of two or four months, and among those we did not notice a single man belonging to the lower class; but at present it is difficult to count the number of drinkers among both the classes.

Drinking has increased more or less among all classes, viz., school-boys, domestic servants, agriculturists, day-labourers, and women. The women are divided into two classes—(1) prostitutes, (2) householders, *i.e.*, women belonging to families of men Most of the prostitutes do drink, but among the family-women the use of liquor is not prevalent to an appreciable extent.

Those school-boys who have an inclination to drink cannot have the opportunity of going to excess or drinking daily, for fear of their guardians and teachers. The servants drink together with their masters, consequently there are no obstacles to their way. There is only one obstacle to the agriculturists and day-labourers. It is that they are in narrow circumstances. But this does not affect anything, inasmuch as their ends are served if they are able to collect as much as three pice and walk over a distance of three steps. *Dacca.*

I am of opinion that there has been an increase of drunkenness, the cause of which is attributable to the opening of outstill shops in several places, viz. in almost all villages. The people were better off formerly than they are now, as they were not required to incur new expenses like those incurred at the present time; but this has no bearing as regard the excessive use of drinking that has now taken place. If better circumstance led to an increase in the drinking, the people of the former time would have been addicted to it to a greater extent.

The retail prices of country spirits vary according to strength, as was the case formerly. The prices in all the outstill shops are not also the same, consequently it is difficult to furnish this information. I can say, however, that the present prices have been reduced to one-third or one-fourth of those that were current previously. I have not tested the strength of the liquor and compared it with that of the distillery time. The present drinkers show signs of drunkenness more than what the former drinkers used to show.

I think that the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries. Most of the drinkers are now-a-days seen afflicted with dangerous diseases; such as headache, rheumatism, gout, and diseases of the liver, &c. I have heard a few reliable drinkers say that the juice of dhatura and biskatali and other deleterious things are mixed in the liquor distilled in outstills.

I do not believe that the consumption of tari has diminished since the introduction of the outstill system. I do not with certainty know whether any one manufactured country spirits without a license before the introduction of the outstill system. The practice of making illicit distillation has rather increased now, as they have at present opportunities to do so. I am not aware whether zemindars and other people of the richer classes ever get liquor manufactured at outstills from materials supplied by them to the vendors. The outstill system has led to an increase in drinking among the upper classes, the cause of which has been stated above. The higher classes in this district use imported spirits now and then in festivals. In the mofussil shops, liquor is always available during prohibited hours. It is available in the town also, when the vendors get opportunity to sell it. We know that the holders of outstills do supply liquor in exchange for anything they get at any time. They frequently sell on credit The moral effects of drinking have told seriously upon those addicted to it. It pains a man very much to think of the extent to which men addicted to drinking have been demoralized. The material prosperity of all classes of men has been injuriously affected by the habit of drinking. The consumption of country spirits has been very large, but the imported liquor is also consumed as it used to be done. The only suggestion that can be made is to do away with the outstill system. Every one familiar with the deplorable state of this country will be of this opinion.

Statement of Baboo Durga Charan Datta.

I AM an inhabitant of this district. Under the sudder distillery system liquor used to be sold cheaper than at present. Drinking has increased during the last ten years. Formerly the number of drinkers in any village was few, not exceeding five or seven, and even these would drink only on ceremonial occasions; even boys of tender age drink now. They spend for liquor a portion of whatever amount they may be entrusted with by their guardians for the purchase of articles. Even the old are addicted to liquor. Drinking has prevailed among all classes. Only the village Mussulmans are averse to drinking because it is prohibited by their religion and they are afraid of social persecutions; still some of them drink secretly. Excepting Mahomedans, there is scarcely a class that does not drink.

(*a*) Formerly the school-boys were not accustomed to drink, but now some of them do. They do not drink in public, but they do in private. Those who live in towns are sometimes found to sell their books to buy spirits, but the number of such students is very small. They learn to drink by degrees from examples set before them by their guardians, who are themselves drinkers. (*b*) There has been a great increase of drinking among the domestic servants, who steal money to meet the charges for liquor. (*c*) Drinking has increased among all classes of agriculturists excepting the Mahomedans. (*d*) Among the day-labourers I think there is scarcely any one who does not drink. (*e*) I do not know that any women excepting the prostitutes drink.

The classes of people who drink now were not accustomed to do so when the sudder distillery system was in force. The Brahmins who would purify themselves by bathing if happened to touch liquor are now freely indulging in it. Owing to excessive drinking there has been an increase of drunkenness.

The last five years were not prosperous in this district. The retail price of a bottle of country spirit under the sudder distillery system varied from Re. 1 to Re. 1-4, and that at present only 4 annas. I hear that the outstill liquor is more injurious to health than sudder distillery liquor. I did not know, nor even hear, of the existence of illicit distillation of

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spirits in this district. The introduction of the outstill system has led to an increase in drinking among the higher classes. They sometimes use imported liquor. I know that liquor can be obtained from outstills during the hours at which they are closed under the law and rules. The Police can easily detect this if enquired into. The vendor of *gotaisa* outstill was fined for such offence. The holders of outstills supply liquor in exchange for goods, such as grains, ornaments, &c. They generally sell liquors on credit. Owing to the habit of drinking the morals of the people who are addicted to it have been affected. Young men drink before their guardians and other respectable men; father drinks before his son and does whatever he likes; teachers drink and misbehave before their pupils. Many persons lose there lives owing to drinking. The material prosperity of many classes of people have been injuriously affected by the habit of drinking. Certain zemindars owing to drinking have lost their whole property, and at present are begging from door to door. Many of them consume country spirits. The only remedy of this evil is to do away with the outstill system.

Statement of Baboo Kailash Chandra Sen, B.L., Zemindar and Vakeel, Judge's Court, Dacca.

I AM an inhabitant of Hashara, in station Sreenugger, in the district of Dacca. I have had some experience of the working of the sudder distillery and outstill systems. The differences in the working of the two systems are—(*a*) During the time of the sudder distillery there was a duty of Rs. 4, 3, and sometimes and mainly Rs. 2-10 upon every gallon of country liquor. (*b*) There was in addition a license of Rs. 8 a month levied upon every liquor-shop. (*c*) The pattahdar, during the prevalence of the old system, used to sell a gallon at a profit of Re. 1-8 in addition to the duty of Rs. 4, &c., and a license of Rs. 8 a month rateably divided upon every gallon that would be sold. (*d*) Each shop could not sell more than 50 gallons a month during the time of the sudder distillery, whereas under the outstill system there is unfortunately no limit of the quantity to be sold. (*e*) A man could not during the working of the old system purchase more than a bottle at a time, whereas one can with impunity purchase six bottles at one time: hence the latter system has increased the sale sixfold.

Drinking has most disproportionately increased in our district since the opening of the outstill system, and the following classes have largely betaken themselves to this habit consequent upon the facilities placed within their reach of easily getting country liquor:—(*a*) Peasantry, including Chandals, Mochis, Harris, partly Mahomedans, (*b*) potters, (*c*) barbers, (*d*) patnis (ferrymen), (*e*) goldsmiths, (*f*) blacksmiths, (*g*) carpenters.

My opinion is the result of my observation of the increase of drinking among the above classes in villages in the jurisdiction of station Sreenugger, and especially Hashara (my native village).

Drinking has not, within the range of my observation, increased among school-boys, but it has much increased among the following classes:—

	Extent of Increase.
(*a*) Domestic servants	75 per cent.
(*b*) Agriculturists (Chandals, Mochis, &c)	50 „
(*c*) Day-labourers	75 „

The classes who have acquired the habit of drinking under the outstill system are—(*a*) potters, (*b*) goldsmiths, (*c*) blacksmiths, (*d*) fishermen, (*e*) peasantry, including even Chandal women.

The causes of the increase of drunkenness are—(*a*) very cheap rate of the liquor, (*b*) there being many shops within easy distances and almost in every hât or bazar or village, (*c*) selling liquor during all hours of the day and night, (*d*) giving on credit, (*e*) selling on receipt of grain, vegetable or cloth in exchange.

The last five years have not been prosperous in our district. There is great adversity among middle or working classes. The lower classes are a little better off than the *bhodro log* classes, but they fritter away their savings in drinking.

(*a*) The price of a quart bottle under the old system was a rupee, (*b*) the prices regulating at present under the new system are five annas, six annas, or eight annas a quart bottle. A quart bottle was sometimes sold at two annas last year.

I have no personal knowledge as to the comparative strength of the sudder distillery and outstill liquor, but from what I have collected by examining excise-officers I can safely say that liquor sold under the old system was very strong, but water used to be mixed in it to increase the quantity. Since the introduction of the outstill system the consumption of tari and pachwai has most remarkably diminished. I know nothing of the existence of illicit distillation before the introduction of the outstill system. I do not know whether zemindars or other rich people get their liquor manufactured at outstills from materials supplied by them.

The introduction of the outstill system has not led to any increase in drinking among the upper classes, they use imported spirits and sometimes English wines. Liquor is sold throughout the night in villages I believe.

The holders of outstills sell liquor in exchange for rice and other food-grain, cloth and vegetables.

The prevalence of drinking has led to great immorality and vices among the lower classes. Gambling by cards and *dosh panchisi* have prevailed, and sentiments of chastity and purity of morals have been much lessened. The increase of drinking has led to the great increase of the following crimes among the lower classes. viz.—(1) suicide, (2) rape, (3) adultery, (4) theft.

The domestic servants and agricultural classes cannot even pay their rent, as they become very poor by spending their savings after drinking.

I humbly make the following suggestions for limiting the consumption of country spirit: —

(1) By Government totally leaving off drawing an income from this article and passing legislative enactment preventing the preparation of it on a large scale.
(2) Reduction of shops.
(3) Increase of price.
(4) Limitation of sale to one quart bottle to one person at a time.
(5) Stopping selling it from 9 p.m. to 11 a.m.
(6) Limitation of sale to persons above 21.
(7) Prohibition of sale to females except for medicinal purposes.
(8) Preparing liquor of good quality.

Statements of Baboo Brajendra Kumar Ray of Balliati in the Manickgunge Sub-division, Zemindar and President of the People's Association; Baboo Kailash Chundra Sen, B.L., of North Bikrampore, Zemindar and Vakeel; Baboo Ram Praskad Sen of South Bikrampore, Medical Practitioner; Baboo Iswar Chunder Basu of North Bikrampore, 2nd Master, Dacca Collegiate School.

SINCE the introduction of the outstill system the following classes have begun to drink: —(*a*) Peasantry—including Chandals, Mochis, Haris, partly Mahomedans, (*b*) poddars, (*c*) barbers, (*d*) patnis (ferrymen), (*e*) goldsmiths, (*f*) blacksmith, (*g*) carpenters, (*h*) fishermen, (*i*) weavers, (*j*) Jholas, (*k*) Gwalas. People of the better classes, such as Brahmins, Baidyas, and Kayasths, used to drink very much ten or fifteen years ago; but drinking among them has greatly diminished of late.

The high limit of retail sale appears to be one of the reasons for the increase of consumption. There is a practice among the shopkeepers to place quantities of spirits among their friends in villages other than those in which their shops are situated, and so carry on a regular selling business without any additional license. Among the last five years there were some years of scarcity, during which assistance had to be given to the middle as well as to the lower classes. The last two years have been comparatively prosperous; the wages of unskilled labour are now about 6 annas a day in the interior, and vary from 8 to 12 annas a day in Dacca. The coolies on the railway and in the Naraingunge mills are up-country men, and they drink away all they earn, and so it is with many of the natives of this country.

(*N.B.*—Baboo Kailash Chandra Sen mentions his knowledge of the prevalence of illicit distillation among the Native Christians of Sikarpore under the sudder distillery system, and says that this has now disappeared. Baboo Iswar Chandra Bose also knew of the prevalence of this practice in Chittagong.)

We are of opinion that no deleterious substances are now used in the preparation of the spirit. There is a belief that dhatura and other similar substances were used during the sudder distillery times, but this practice has ceased. We hear that water is now sometimes put in the spirit to give it a pungent flavour. On the whole it appears to us that the spirit made in the outstill is more wholesome than either imported spirit or the spirit formerly made in sudder distilleries. We know instances of suicide caused by the habit of drinking. In one case a boy who used to drink and was addicted to other immoral habits hanged himself because his father would not supply him with money; in another case a habitual drunkard drowned himself while under the influence of drink. We know of instances of violence offered to women by drunken people.

We would revert to the sudder distillery system, it being the most efficacious way of raising the price of the spirit. We would insist on long distance between shops, and limit the amount of liquor to be sold by retail and the hours of sale. There should be no shops at bazars. We are of opinion that the objects of reform should be to increase the price of spirits and to diminish the existing facilities. The duty under the sudder distillery system should be high. (*N.B.*—Baboo Kailash Chandra Sen adheres to the opinion that no revenue should be derived from the excise.)

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Representation made by a Deputation of the East Bengal Landholders' Association, consisting of the President, Nawab Asanullah Khan Bahadoor; Baboo Srinath Roy, the Secretary; Baboo Purna Chandra Banerjea and Baboo Ram Chandra Banerjea, stated as below:—

"We are of opinion that there has been a great increase of drinking among the lower classes, especially carpenters, Chamars, Malees, Doms, domestic servants, and lower class Mahomedans, especially in the town. It is possible that there may be a decrease of drunkenness among the middle classes, but the number of drinkers is probably the same. The causes are to be attributed (1) to the practically unlimited supply, (2) to the neglect of rules about closing, (3) to the increased number of shops, and (4) to their being improperly situated. Poorer people of the middle classes used to drink imported spirits.

(Some members are of opinion that they have now taken to country spirits, at least in the country, but this is not so much the case in towns.)

We would diminish the supply of liquor by disallowing the manufacturers to distil more than a prescribed quantity each day. The hours for sale should be strictly defined and enforced. The shops should be at considerable distances from one another.

There should be no shops in markets and such like places.

Statement of Baboo Ananta Chandra Sen, 4th Clerk, Commissioner's Office.

I am a native of Panchdona, thana Rupgunge, district Dacca. I have reasons to believe that drinking has increased in pergunnah Mahesadi, where my village is situated, during the last ten years. A little before the introduction of the outstill system there was a distillery at Kaligunge, in pergunnah Bhawal, on the other side of the river Lakhia, and another at Nardsindi, on the Megna, about five miles from our village. There was a liquor vend shop at Panchdona, which was supplied with liquor from these two distilleries. It was brought from a great distance, entailing cost and inconvenience, and the supply was limited to two gharas a week. Since then an outstill has been opened there, and the consumption has nearly doubled. The classes affected by the outstill system are mostly domestic servants, chandulls, and also to a certain extent the shahas, goldsmiths, and jalias. I cannot speak of school-boys and women. Day-labourers are given to drinking. The shahas, goldsmiths, and fishermen did not drink before as classes, but now they have taken to the habit. I attribute the increase of drunkenness to the following causes:—(1) cheapneses of liquor, (2) greater facilities in the purchase of liquor, (3) and the practice of selling liquor on credit. Among the middle classes there has been no prosperity during the last five years. The lower classes are more prosperous, but I do not connect their prosperity with the habits of drinking. The cheapness of liquor has more to do with their drinking. Besides, the lower classes waste away all the money that they earn. Speaking of my pergunnah, I may say that the wealthier classes use country spirits for this reason, that imported spirits are not generally available. Among the higher castes, namely Brahmins, Vaidyas, and Kayasths, drinking prevails to a large extent, and these use country spirits. I have heard that the holders of outstills supply liquor on pawns, and also that they sell on credit. Among the evil effects of drinking I may mention cases of wife-beating, family quarrels, thefts, and obscene songs, &c. I know of a case in which a man drowned himself in a state of intoxication. I am for reverting to the sudder distillery system.

Statement of Baboo Behari Lal Mookerjee, Teacher, Jagannath School.

I am a resident of this district. I have reasons to suppose that drinking has increased in this district during the last ten years. Formerly a drunkard in the streets was looked upon as a novel and curious sight, but now any number of drunkards may pass by my doors without raising any comment. They have come to be reckoned almost as a part of our social system. On occasions of marriages and other festivities drinking forms a regular item of expenditure—a feature wholly unknown before. Among the lower classes there is an institution which goes by the name of Teennath's Mola. Teennath is Mahadeva. Formerly it could be celebrated at the cost of three pice, one pice being spent in purchasing ganja, one in oil, and the other in betel and betel-nuts. Now they spend more, and for ganja they have substituted country spirits. The classes affected by the outstill system are Baidyas, lower Sudras, Brahmins, Kayasths, Chandals, Jolhas, and Gwalas. I have reasons to believe that some school-boys drink. The domestic servants are generally given to drinking. I cannot speak of the agriculturists. The day-labourers as a class drink. I cannot speak of women. As far as I remember, the lower Sudras as a class did not drink before, but they drink now.

I attribute the increase of drunkenness to the following causes:—(1) the cheapness of liquor, (2) the greater facilities for the purchase of liquor. By facilities I mean that the outstills are easily accessible, and also that people may have liquor on credit and mortgage. I do not believe that there has been greater prosperity in the district during the last five years. People earn more now than they did before, but they spend more also, inasmuch as the prices have risen and the style of living has also risen. They cannot save much and cannot therefore be called prosperous. Wealthier classes do not generally use country spirits; But higher castes, such as Brahmins, Vaidyas, and Kayasths, use country spirits. I have heard that holders of outstills supply liquor in exchange for umbrella, chadar, &c., and that they sell on credit. As the evil effects of drinking I may mention (1) thefts, (2) rows, (5) obscene singing and abuse.

Statements of Lutfially Chowdry, Zemindar, Moulahi Mahomed Ali, Golam Kutsi Choudhuri, Mahomed Rezee Choudhri. Dacca.

FORMERLY we heard of few cases of drinking, but now it seems to be general. I have heard of this when I visited my zemindary. Among chandals, jalias, goalahs, there was no drinking at all, but now they have taken to drink, and I have heard that even women of those classes drink. Drinking is now confined to no castes. All classes have taken to it. I attribute the increase of drunkenness to the greater abundance of outstills. People find now greater facilities in drinking than before. I believe that the lower classes earn more now than in the last five years. People drink both because they earn more and because liquor is cheaper. I do not think there is any illicit distillation in the district since outstills are so abundant The upper classes drink, but I do not know whether they use imported spirits or country spirits. I regret to say that many persons have become heavily indebted owing to drink, and thefts have increased, but are of this kind. Some steal money or utensils from their own houses, husbands steal the ornaments of their wives, fathers remove goods from their houses without the knowledge of their sons. Street-fighting and assaults have become common, cases of house-burning are heard of, assaults upon women under the influence of drink I have also heard of. My opinion is that the excise system should be abolished. If that be not practicable its evil effects should be minimised as much as possible.

Supplemental statement of Syed Ahmed Reza Chowdhuri.

AT Sonapore thana Pansa last winter I heard that a large company composed of Brahmins Kayasths, Chandals, Jolhas, Gwalas Napits, and Musulmans assembled to drink. A woman was made to personate the goddess *Kali*, one of the men was brought forward as a goat for sacrifice, nother took a *khara* (sword) to sacrifice the victim. He was about to do so when some person, more expert than the rest, held his hand and prevented the sacrifice. I heard the story when I was at Sonapore.

Statement of Baboo Ambika Churan Sen, Head Master, Bajrajogini High Class English School.

I AM a native of Vikrampore, village Madhyapara. I have come to know that private individuals purchase the six bottles allowed by law to a single customer and sell the same at my village secretly at higher rates without a license. One such individual, named Mohin Chundra Sing, was convicted and fined Rs. 50 in June or July 1881 by Baboo Trailokya Nath Sen, Deputy Magistrate. The prevalence of drinking is driving away self-respect from the Bhadra classes. Parties are known to be held in the houses of Chandals in my village, where men, *Bhadra* and *Abhadra*, each contributes his mite of liquor to the general store, and where thrice or twice a month drinking is carried on to a frightful extent.

Statement of Baboo Giris Chandra Das, North Bikrampore.

I AM an inhabitant of Dacca. I have no experience of the working of the sudder distillery and outstill systems. Drinking has increased much since the last ten years. The boys and the lower classes of people did not drink before, but they have begun to do so since the introduction of the outstill system.

Drinking has increased among school-boys, domestic servants, agriculturists, and day-labourers, but I do not know whether the females drink. I do not recollect whether agriculturists and day-labourers used to drink while the sudder distillery system was in force, but I think they have begun to do so since the introduction of the outstill system. Drinking has increased as liquor is available everywhere, and as it sells at cheap prices.

The people of this district have not been well off for the last five years. During the sudder distillery system the price of a quart bottle of country spirit varied from 12 annas to Re. 1-4, but at present under outstill system from three annas to six annas.

I have heard that the practice of illicit distillation existed at the time of the sudder distillery system, but since the introduction of the outstill system it has disappeared. The introduction of the outstill system has led to an increase of drinking among all classes of people.

I have heard that liquor can be obtained from outstills during the hours at which they are closed under the laws and rules.

I have never heard of liquor being supplied in exchange for grain, &c.

Owing to drinking men have become immoral, and their manners and customs have changed for the worse.

The material prosperity of the middle and lower classes has been injuriously affected by the habit of drinking, and such is the case with students too. Most of them drink country spirits and a few imported wine.

I have heard that 11,000 gallons were consumed in a year when the sudder distillery system existed, and 74,000 gallons a year are consumed now under the outstill system.

Dacca.

My suggestions are as follow:—

(*a*) The outstill system should be abolished and the sudder distillery system reintroduced.

(*b*) The price of the liquor should be raised.

(*c*) The number of the stills and shops should be reduced.

(*d*) Liquor should not be sold on credit.

(*e*) Schoolmasters and native gentlemen should be empowered to make enquiries into the illicit sale and distillation, and should be authorized to prosecute those who make illicit distillation.

Memorial.

THE humble memorial of the Bikrampore Shammilani Shabha, presented by the Secretary, Baboo Rasic Chandra Chakravartti,

MOST RESPECTFULLY SHEWETH:

That the Bikrampore Shammilani Shabha was established in 1880 with the object of promoting by every legitimate means the social, moral, and intellectual advancement of the inhabitants of Bikrampore.

That on the appointment by Government of a Commission to enquire into the effects of the outstill system in Bengal and elsewhere, the Shabha addressed letters of enquiry to its various agents in Bikrampore for detailed information as to the consequences of that system. The information received in reply may be summarised as follow:—

That since the establishment of the outstill system the habit of drinking has been greatly diffused amongst all the classes of the people, even (though to a very small extent) amongst the women, the Mahomedans, and the school-boys. The following short table, the contents of which have been collected from the letters of the agents of the Shabha, is added here to show what an enormous increase has taken place. In the villages other than those mentioned in the table the proportional increase is also almost the same:—

NAME OF THE VILLAGES.	Percentage of the drunkards (females excluded) before the establishment of the outstill system.	Percentage of the drunkards (females excluded) after the establishment of the outstill system.
Swarnagram	20	55
Bharakar	12	45
Kathiapara	6	60
Kolah	6	45
Kumarpore	20	60
Palang	10	30
Belashkhan	10	40
Shekharnagar	5	25
Banary	30	70

That before the introduction of the present system in Bikrampore most of the people that were in the habit of drinking used to take very small quantities, partly from the exorbitant price of the liquor, and partly from the paucity of the liquor-shops, and the great diffusion that has taken place after the introduction of the system has been ascribed by the informants whom the Shabha has consulted to the increased opportunities of procuring liquor offered by that system. During the time of the sudder distillery system distilling existed only at Munshigunge, in the sub-division of Munshigunge, and the liquor-shops, as far as is known to the Shabha, in the following places, viz. Babar, Lohajung, Bajrajogini, Taltolah, Sreenagar, Kaliparah, Mohangunge, Abirparah, and in two other places, one a little north and the other a little south of Munshigunge, altogether 10 (ten) in number, excluding the one at Munshigunge. In South Bikrampore there was no distillery at all, and liquor-shops existed, as far as is known to the Shabha, at Rajnagar, Japsha, Mulfutgunge, and Palang, and these four shops were supplied by the distillery at Madaripore. Since the establishment of the outstill system outstills have been started almost in every place where there is a liquor-shop, and in the sub-division of Munshigunge liquor-shops have been opened at Hashail, Dighirpar, Sherajdikha, Tangibary, Kedarpur Nairsha, Maoa, Dhankunia, and Kolaparah, altogether 9 (nine) in number. Thus in the Munshigunge sub-division there are at present altogether 20 (twenty) shops, which shows that the number of shops has been nearly doubled. In South Bikrampore shops have been opened at Chhoygao, Hasherkandy, and Burirbat—a number almost equal to what formerly existed. Before the introduction of the present system country spirits were sold in Bikrampore at Re. 1-4 to Re. 1 per quart bottle; now they sell at the rate of eight annas to four annas per seer, with this additional advantage that even one pice worth of liquor is available. That the effect of all these facilities taken together has formed a very strong inducement even to the poorest is at once clear. That these have all combined to effect the

ruin of many homes, and have made many helpless children and wives the innocent victims of extreme poverty by subjecting their fathers and husbands to the fatal influence of liquor. *Furreedpore.*

That formerly not more than one quart bottle would be sold to one person at a time, but now 6 (six) bottles can be sold to one person at a time—a fact which has greatly helped excessive drinking.

That general poverty, disturbance of peace, untimely death, and degradation of morals, and gradual impairing of physical constitution, are but a few of the glaring evils consequent upon the present system. The earnest prayer of the Shabha is that the Commission will be kind enough to make a local enquiry into the pernicious effects of the system and to introduce the sudder distillery system in its place. That if, for reasons unknown to the Shabha, Government continues the present system, then the Shabha most humbly prays to draw the special attention of the Commission to the following suggestions:—

1. Reduction of the number of shops.
2. Increment of the price of the liquor.
3. Limitation of the minimum as well as the maximum quantity of retail sale to one quart bottle to one person at a time.
4. Adoption of strict measures for the enforcement of the law prohibiting the sale of liquors after 9 p.m., on credit or in exchange of goods.
5. Prohibition of sale of liquors to persons under 20 (twenty).
6. Adoption of measures to ensure distilling liquors of good quality.

And your memorialists as in duty bound shall ever pray.

DISTRICT FURREEDPORE.

Statement of H. G. Sharp, Esq., Magistrate and Collector.

I HAVE been resident here for two years. I have had experience of the working of the sudder distillery and outstill system for 14 years.

In discussing the effects on drinking and drunkenness, of the changes and progress in excise administration, it is difficult to collect such facts as clearly point either way, and figures are apt to mislead, because—

(*a*) When a given number of gallons reported to have been consumed in one year is set against another number of gallons reported in other years, the numbers, as such alone, ignore the very important qualification of the strength of the liquor.

(*b*) Comparison between a number of gallons reported under one system and a number reported under another is not just unless the agreement of the respective numbers with the actual state of things is even under both systems.

(*c*) Even if the amount of alcohol consumed in one year could be ascertained and set off against that consumed in another, the greater quantity would not necessarily imply any greater amount of *drunkenness*, for many persons consume a good deal of alcohol who never get drunk or anywhere near it.

(*d*) The figures for prosecutions and convictions for drunken conduct are a most unsafe guide, for they generally depend on the individual and often spasmodic zeal of police and other officers, and much of the drunkenness that does exists occurs inside private residences, in cases to which prosecution for drunken conduct, merely as such, does not extend. Moreover, drunkenness is in this country so seldom an incentive to real crime that the fewness or absence in the interior of *complaints* against drunkenness tells but little against opinions that it has increased.

In regard to (*a*) and (*b*) it may be said that under the outstill system the mere number of gallons is very doubtful (for there is no proper check on the preparation of the returns), and the degree of the strength of the liquor is more so. We know that the outsill liquor is weaker than what used to be made at the central distilleries; but as to how much weaker it is on the average, and how much it varies from time to time and between place and place, we know but little.

It is pretty certain that the wider distribution and the more local interest of the outstill holders check illicit distillation much more effectually than was possible under the old system, and that consequently the liquor supplied by the present licensees represents much more accurately the total consumption of the people than what was issued from the old central distilleries. A good deal of the increase of number of gallons under the present system is more apparent than real; but what is the proportion between the apparent and real no one knows, because no one knows how much used to be illicitly distilled.

Furreedpore.

That a much greater quantity of alcoholized liquor has been consumed under the present than under the old system is certain. The accounts of the central distilleries and those furnished by the outstill holders in this district show the following figures :—

Years.	Gallons.
1877-78 (last year of the central distillery system)	5,667
1881-82	12,349
1882-83	15,329
1883-84	16,935

It seems unlikely that the outstillers' returns should err in the way of showing too large an outturn. The tendency of such persons is rather to reduce than to enhance figures which show profits.

After allowing the deductions suggested by the considerations mentioned above, there can hardly be any doubt that a larger amount of *alcohol* has been consumed in the last few years. People of the lower classes, who chiefly (though by no means exclusively) consume country spirits, have, like others, advanced in prosperity, and they can now-a-days spend more money on luxuries. Liquor is nearer home now than it used to be, the people have more money and inclination, and all the facts known to me tend to show that more alcohol is consumed per head of population than was consumed a few years ago.

Seeing also that persons of the lower classes do often drink with the intention of getting drunk, or at least fuddled, I fear it is impossible to avoid the conclusion *a priori* that drunkenness has at least to some extent increased. However much the effect of such an increase in the number of gallons may be impaired by the considerations mentioned above, the increase in quantity is so large that after every reasonable allowance of weakness, &c., it must almost necessarily have caused such a result.

The numbers of convictions for drunken conduct in the three municipalities of the district are shown in the subjoined table :—

Municipality.	1881-82.	1882-83.	1883-84.	Total.
Furreedpore	...	19	18	37
Goalundo	5	...	...	5
Madaripore	...	...	1	1
Total ...	5	19	19	43

The Goalundo figures condemn the whole statement, for there are certainly more drinkers and drunkards in that focus of traffic than in any other town in the district, and yet there were no convictions either in 1882-83 or in 1883-84.

From the opinions communicated, the following may be quoted. Mr. Badshah, the Sub-divisional Officer of Madaripore, says :—"It would be perhaps not out of place to say a few words in favour of the outstill system. I do not give it an unqualified support. I am of opinion that it is liable to be abused, but on the whole the outstill system does not deserve such general condemnation as it has received. * * * "For my part I think it is a matter of congratulation that the outstill system has taught honesty, for luxuries are enjoyed without hypocrisy, and the public revenue is not robbed. At the same time it seems to me that the expansion of the public revenue is deemed to be the cause of, as well as the result of, extensive drinking. * * * "Excise laws as they are administered in Eastern Bengal have not promoted drinking habits. While thus holding an opinion that the outstill system is denounced very much beyond its deserts, I would at the same time control the opening of *new* shops. I would not open them in places where the majority of the inhabitants objected or within a mile of a school. Mr. Muller, who took charge of the Goalundo sub-division at the beginning of March 1884, says :—

"The revenue under this head is gradually increasing, the low price places it (country spirit) within the reach of the poorest labourer. Undoubtedly drinking is on the increase, but there is nothing to show that drunkenness has also increased." And again—"I am informed that illicit distillation has ceased, the outstill vendors are themselves always on the *qui vive;* and to this being added the low price of the liquor, smuggling has apparently received its death blow."

Baboo Krishna Chundra Dutt, who has been for several years Deputy Collector in charge of the Excise Department of this district, says :—"The (increase in the quantity of liquor) unmistakeably shows that there has been an increase in drinking, and it has occurred among the lower classes of people who chiefly use the liquor. * * * Drinking has, I believe, increased in this district to a certain extent during the last ten years. The outstill liquor is sold cheaper than the produce of the central distilleries. The number of shops under the outstill system has considerably increased. Under this system the consumers can get their supply with more facility than they could do under the system which it has displaced, and under which some of the shops were not within their easy reach. The increase is due to these causes considering the cheapness of the outstill liquor, and the number of shops which has increased by 50 per cent. I am of opinion that drinking has increased at the ratio of 2 : 3. The increase in drinking has chiefly taken place among the lower class of people, *viz.*, day-labourers, Banias, Bagdis, Kahars, fish-mongers (Kaoras), Chamars, Dossadhs, Chandals, and Mehters. * * * "All these causes have led to the increase of drinking.

Drunkenness, I believe, has also increased, but there is no safe criterion to gauge the degree to which it has increased. So far it may be said that the increase bears a very small proportion to the increase in drinking."

10. After careful consideration of these opinions, and of many others orally given, and observation during two years in this district, in the course of which I have spent about seven months on tour, I may state my own beliefs that during the last few years drinking has increased (though only to a moderate extent), and drunkenness also (though only to a small extent, not nearly commensurate with the increase of drinking) subject to the following qualifications:—

(1) Probably neither has increased among the strictly agricultural families, who form the great majority of the population of this district. They are nearly all Mohammedans, or of decent castes, but there does not appear to be more both of drinking and of drunkenness amongst the residents and immigrants of the lower castes of Hindus and the Hinduised aboriginals, as well as such members of the higher classes as have thrown off the excellent self-restraint imposed by the old moral and social system.

(2) Much of such increase is due to a general advance in prosperity, and it is not certain that it would not have occurred under any other system, though it is more *apparent* under this system, because illicit distillation is suppressed thereby.

(3) A far larger proportion of the profits now goes to Government, and consequently appears in published reports. Formerly this went to private persons (some licensed, some not), and out of the present *appearance* of much larger profits an assumption has grown, and has been widely entertained (but probably on wrong or imperfect premises) that the proportionate consumption of liquor out of which these additional profits are made is quite new. If it is true that a large part of these additional profits now first appearing was formerly made, but by private persons, its diversion to the State is wholly advantageous.

The incidence of taxation on country spirit is R. ·01 per head of population. This is very small compared with the western and some other districts, so that whatever increase of drinking there may have been is of proportionately less moment.

The whole of this part of Bengal is unproductive in excise. The figures for 1882-83 are shown in the following table:—

District.	Population.	Total excise revenue in 1882-83.	Incidence per head.
		Rs.	Rs.
Nuddea	2,017,847	1,17,079	·05
Jessore	1,577,249	80,359	·05
Khulna	1,079,948	42,574	·03
Backergunge	1,900,889	99,321	·05
Noakhally	820,772	17,365	·02
Pubna	1,311,723	75,303	·05
Tipperah	1,519,338	78,813	·05
Furreedpore	1,631,734	71,863	·04
		In 1883-84.	
Furreedpore	.....	72,360	·04

One principal cause is the large number of Ferazis, who inhabit several of the thanas in this district (especially Shibchur and Palong). These people never drink spirituous liquors, and very seldom use ganja. Another cause is the fewness and insignificance of towns and of manufactures. Except the small town of Goalundo, the district is almost wholly rural, and the classes both of artizans and of those who labour for hire are very small indeed. People of these two classes are those who mainly consume country spirits, and those who cultivate land in this district are mostly the ryots themselves and their own families, and not, as is so often seen in Western Bengal, hired servants of aboriginal castes.

Drinking appears to have increased among day-labourers, domestic servants, women of the "Buna" or aboriginal castes from West Bengal, and prostitutes. Among school-boys and agriculturists no increase of drinking is perceptible.

Baboo Krishna Chundra Dutt, the Excise Deputy Collector, writes:—"While the sudder distillery was in force, kunias (potters) and Baneas did not drink, but they have now acquired a habit of drinking, though to a small extent." I cannot vouch for this opinion. I did not know this part of Bengal till some years after the system was changed.

The last four years have been prosperous in this district. The retail price of a quart bottle of country spirits under the sudder distillery system was from annas 12 to Re. 1. Under the outstill system it ranges from annas 6 to 12. The liquor consumed by the people under the distillery system was stronger than it is now. Dhatura appears never to be used here in

Backergunge. the preparation of the country spirits, or for adulteration afterwards. *Bakar*, a compound of several vegetables, is used in distilling the liquor, being mixed with the raw materials before fermentation. It is said that some of the ingredient of the bakar are slightly poisonous.

Since the introduction of the outstill system the consumption of tari and pachwai has somewhat diminished, but these drinks have never been largely used here. Illicit distillation was probably carried on at some places before the introduction of the outstill system, but it seems to have now disappeared. I do not believe zemindars and other people of richer classes ever get liquor manufactured at the outstills from materials supplied by them. The outstill system appears to have led to some increase in drinking among the upper classes also. Of people of those classes who drink, probably about a quarter use imported spirits.

Liquor can but seldom be obtained after the hours fixed by the law and the rules. Very few such cases have been detected. Outstillers do not appear to supply liquor in barter for goods, such as grain, ornaments, wearing apparel, &c., but they often sell on credit. I do not think that increase of drinking has appreciably acted as an incentive to actual crime, or (save rare cases) to open immorality. I do not think that the material prosperity of any class has been injuriously affected by the habit of drinking. I do not think it advisable to substitute any other system in the place of the outstill system. But the utmost care should be taken in making the list of shops, and above all never to open one with the object of exciting a demand, unless there are fair grounds for believing that it already and really exists.

Since suggestions are asked for, I venture to state my belief that the continuance of Divisional Inspectors is undesirable for two principal reasons, to which my experience has gradually given more strength:—(1) The appointment has a tendency to divide the responsibility and authority in excise administration; the Sub-Inspectors are apt to look upon themselves as more practically dependent on the Inspector, and hence arises a position towards him on the one hand, and towards the Excise Deputy Collector and the Collector on the other hand, not unlike that which was tried and found to fail in the Police Department from 1862 to 1871. (2) Officers who work in a groove like the Inspectors cannot in human nature, or at least never so far as I have seen do, avoid subordinating all considerations to the particular needs of their own limited work; and hence arises constant desire to add new shop, to extend sales, to put liquors and drugs before the people, and almost to tempt them to use them by way of making things "perfect from an excise point of view." Subordinate excise-officers, from the same habit of mind, are too prone to detect evasions of the law by getting people to disobey it—sometimes by rather discreditable devices.

A district officer's and (in part) an ordinary Deputy Collector's work is administrative as well as executive, and has a scope so far beyond the plus and minus figures of particular returns or tables that they can probably combine with better results the various different objects which ought to be viewed in business of this kind. I am free to admit that we, too, looked at from the higher stand-point of politicians and publicists, are doubtless narrow in some matters as in various degrees specialists must needs be. But the wider the field, the higher the level, the clearer the view, and the more educated the mind, the better for the administration of such important affairs as are now under discussion.

No control over the selection of sites or the manufacture and the sale of country spirits should in my opinion be entrusted to any local bodies.

DISTRICT BACKERGUNGE.

Statement of R. C. Dutt, Esq., Collector.

I AM of opinion that drinking has not increased among school-boys, domestic servants, agriculturists, day-labourers, and women, except only among such labourers as belong to semi-aboriginal castes.

The people belonging to classes which did not drink while the sudder distillery system was in force have not now, as a rule, acquired the habit of drinking, though there may be, and are, individual exceptions. The evil consists not in new classes taking to drink, but in the increase of drunkenness among such classes as were addicted to drink before.

The cause of the increase of drunkenness is that outstill liquor is cheaper than distillery liquor, and men therefore who are addicted to drink can indulge in it oftener and more freely.

The last five years have been generally prosperous in most parts of Bengal, but I do not believe this has affected the consumption of liquor much.

The retail prices of country spirits under the sudder distillery system and those current for outstill liquor are Re. 1 and 8 annas respectively.

I believe distillery liquor was stronger than the outstill liquor generally is.

I have no reason to think that the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries. I have never heard any complaint that *dhatura* or other poisonous substances are used either in the preparation of country spirits or for adulteration afterwards.

The consumption of *pachwai* has certainly decreased in the western districts, as the drinking classes prefer the stronger liquor which has been brought within their means by the outstill system.

Illicit distillation undoubtedly existed in western districts before the outstill system was introduced, and was checked by the introduction of the new system. I do not think it has completely disappeared yet.

The higher classes generally consume imported spirits, and specially cheap brandies, when they are addicted to drink. There is a great consumption of Eau-de-cologne as intoxicating liquor, especially in *mélas* or annual fairs.

I suspect liquor can be obtained sometimes from outstills during the hours at which they are closed under the law and rules.

Supplying liquor in exchange for grain or fuel was quite a frequent thing in Bankura, and many persons were punished for such breach of rules. Such practice leads to increase of drunkenness, and also to other crimes, as very often the drinker gets his drink merely for the trouble of getting some firewood from the neighbouring jungle for the vendor, or occasionally for some grain which he has stolen from his neighbour for the purpose.

The semi-aboriginal castes in Bankura are often demoralized when they take to excessive drinking, they waste a good portion of their daily wages on drink, and sometimes become regardless of the comfort of their wives and children.

The semi-aboriginal castes of Western Bengal form the only class of men that I know of, whose material prosperity has been injuriously affected by the habit of drinking. The great mass of Hindu and Mahomedan agriculturists and labourers in Bengal are sober and orderly as before, and will have nothing to do with drink under any system.

I am unable to suggest any measures which will check the evils produced by the outstill system so long as that system is continued. To prescribe the hours of distilling or limit the size of stills would either be futile or extremely irksome. Such rules will invariably be evaded unless a very searching and strict system of supervision were introduced, which would lead to much irritation. The attempt to send up the price of the liquor by settling outstills at high fees failed in Bankura in 1882-83, and will probably fail in every district in Bengal where the circle of consumers is large, for in all such districts the attempt of the vendors will naturally be to keep the custom of the consumers by keeping the price of liquor low. And, lastly, to tax each gallon of liquor distilled in outstills, so as to keep its price high, would practically be to reintroduce the distillery system with twenty or fifty or more different centres in the place of one centre as before.

I would therefore advise the adoption of the old distillery system. Illicit distillation is the only evil which we need apprehend under that system, but such distillation was comparatively rare under the old system, and may be made still rarer by a stricter supervision through Excise Sub-Inspectors; and the evil under any circumstances would be nothing compared to the evil which is now produced among the semi-aboriginal castes of Western Bengal by making country liquor the common drink of poor labourers.

A Note on Country Spirits by R. C. Dutt, Esq.

I WISH in the commencement to state briefly the facts which have come under my observation during the last four or five years, and then to note down replies to some of the printed questions on which I may have any additional remarks to make. I have been employed in eight different districts during the last 13 years, but I have carefully studied the question and made observations only during the last four years, mainly in two districts, viz. Bankura and Backergunge, and I will therefore confine my remarks almost entirely to these two districts, which are in some respects typical of Western Bengal and Eastern Bengal respectively.

2. I was in Bankura for over two years, from March 1880 to July 1882. I had no personal experience of that district previous to the introduction of the outstill system, but I had ample information on the subject, and I was able to sift the information and to accept such portion of it as was reliable and correct. The outstill system worked under my own supervision, as I was the Excise Deputy Collector, and for a time the Collector of that district.

3. The introduction of the outstill system undoubtedly had the effect of repressing illicit distillation of country spirit to a very great extent. Large portions of the Bankura district are covered with jungle, and nearly the whole of the western half of the district is sparsely populated and dotted over with small villages in the midst of large tracts of jungle. Illicit distillation therefore was possible to a much greater extent than in thickly populated districts, and detection was much more difficult. The people of these tracts are mostly Hinduized aborigines, like the Bauris, who are still much given to the aboriginal habit of drinking. They often contented themselves with *pachwai* or rice-beer, which they were allowed to brew for themselves in some thanas, and which they could get at a very small price in others; but there is no doubt they often went in for the stronger liquor, viz. country spirit. The price of this under the distillery system was very high, and there can be no doubt from the facts which came under my observation subsequently that the people occasionally distilled country spirit for themselves and so got it at a trifling cost. No reliable statistics could be obtained as to the quantity of country spirit thus surreptitiously manufactured when the distillery system was in force. The risk, in spite of the facilities for manufacture in a sparsely-populated district, was great, and it may be safely asserted that such illicit manufacture was not a common thing in villages, and was probably had recourse to only on special occasions (like marriages) or habitually by a very small and insignificant section of the people.

Backergunge.

4. The way in which the outstill system repressed illicit distillation was this :—In the first place outstill liquor was much cheaper than the country spirit which issued from the distillery after payment of a heavy duty, and there was much less temptation therefore to evade the law and to probably incur the penalty of illicit distillation. In the second place, this risk was greatly increased by parcelling out the country, as it were, among numerous outstill vendors and giving each vendor his own small tract of country to provide for. Each vendor was interested in suppressing illicit distillation in his own tract, so as to have a larger sale for his own commodity. Thus on the one hand the temptation for illicit manufacture was decreased, and on the other hand the chances of detection were increased, and as a natural consequence illicit distillation was greatly repressed.

5. The evils, however, which the new system introduced were found to be far greater than those which it checked. Liquor was sold so cheap at the outstills that a large proportion of the aboriginal and semi-aboriginal people became consumers. Under the previous system a very small section only could afford to buy distillery liquor, and another very small section habitually evaded the law and distilled for themselves, while the mass of the drinking population contented themselves with *pachwai* or rice-beer. Under the new system the great mass of them gave up *pachwai* and took to country spirit. It was found difficult in some places to settle *pachwai* shops at all, unless it was forced on the same man who had taken license for country spirit. The liquor which only a few of the drinking classes could previously indulge in except by paying a prohibitive price, or by evading the law, became now the common drink among the aboriginal and semi-aboriginal people, and they flocked to the outstills in large numbers day after day.

6. For many reasons I consider country spirit a bad substitute for the rice-beer. Rice-beer or *pachwai* is food : it has much nourishment in it, and while it slightly inebriates, it scarcely does any harm. Country spirit, on the other hand, is pure drink, and not food : it intoxicates much more, and affords no nourishment ; it leads to greater excess, and it tells on the constitution. Rice-beer, being food, cannot be taken beyond a certain quantity. There is a limit to the money which can be spent on it, and that money is not entirely misspent, but is spent on a kind of food in a somewhat intoxicating form. Country spirit is pure drink, and can be taken in almost any quantity ; it is dearer than *pachwai* even under the outstill system. More money therefore can be and is spent on it than on *pachwai*, and that money is wholly misspent. Pachwai-drinkers seldom go beyond certain limits ; spirit drinkers not only get far more hopelessly drunk, but often degenerate into habitual drunkards, regardless of their family and children, who would starve if they did not work for themselves as the lower classes in Bankura always do. My observations in Bankura often reminded me of the two celebrated paintings of Hogarth—one of Beer Lane and the other of Gin Lane ; the one a picture of comfort and happiness, the other a picture of misery, degradation, and sin. Of course these pictures are exaggerations, and are meant to be such ; but I am firmly persuaded that the consumption of country spirit among the lower classes is far more harmful in this country in a variety of ways than the consumption of *pachwai*. I ought to add that I have made the above remarks from my own observations in Bankura and Burdwan, and that I have not consulted medical opinion on the subject.

7. The substitution of country spirit for *pachwai* as the common drink of the aboriginal and semi-aboriginal population of Bankura undoubtedly led to a great increase of drunkenness. The evidence of this was so strong that it could not be disregarded. Bauri labourers and coolies on getting their wages immediately made a rush for the liquor-shop, and such shops were always largely crowded day after day. It was in evidence in many cases which I tried judicially that men who got eight or ten pice as their day's wages spent sometimes one-half of it in drink and brought the other half to their wives. The most respectable persons in the district informed me that in every village they met with more drunkards and with more signs of intoxication than they had ever done before under the distillery system. No reliable statistics of the quantity of liquor consumed could be obtained, but the signs of increased drunkenness among the semi-aboriginal classes were manifest on all sides.

8. In a report which I was required to submit on the subject I stated the fact of increased drunkenness. Similar reports, I believe, went from other districts also. The Bengal Government, in its Resolution on the Excise Administration of 1880-81, declared that the fault lay, not in the system, but in the way in which the outstills had been multiplied in some districts. In making the settlements for 1882-83, therefore, the number of outstills in Bankura was greatly reduced. I have not the exact figures before me, but as nearly as I remember the number was cut down from about 270 to about 130 only for the whole district.

9. In the lists that were published previous to this settlement of 1882-83 the vendors were informed of the large reductions that were contemplated. There was therefore a keen competition at the settlement. Where there were two or more shops before, only one would be settled. Vendors who had a practical monopoly of small areas before would now have the monopoly of larger areas. The bids were proportionately high, and about 130 shops were settled for 1882-83 at about the same monthly total of fees for which about 270 shops had been settled in the previous year. It was expected that vendors who now paid high fees for their outstills would raise the price of liquor, and that consumption would thereby be decreased without a loss of revenue. In this hope we were disappointed.

10. The reason was obvious. Vendors could not raise the price of liquor very much without sending away large masses of consumers, and this they could not do without ruin to themselves. They therefore stuck to the low prices, or increased them very slightly, so as to secure the custom of all the consumers who had hitherto frequented their shops, and they made up the larger fees which they had to pay by getting a larger number of consumers, corresponding to the larger areas of which they had the monopoly. The simple fact was this: The Bauris and other semi-aboriginal people in the district could consume country liquor only if it sold at a certain price and no more. If the vendors exceeded this price, they would send away all these classes from their shops, and no price, however high, which they could get from the remaining classes of select drinkers would compensate them for this loss. The vendors therefore argued, and rightly argued, that they must at any cost keep the custom of the masses of semi-aboriginal drinkers, and they therefore continued to sell their country liquor at a low price. Drunkenness therefore continued, and the object with which a smaller number of shops was settled at higher fees was frustrated.

11. In the foregoing paragraphs I have confined my remarks entirely to the semi-aboriginal castes of Bankura. Drunkenness was as a rule not observable among the other classes in the district. The proportion of Mahomedan population in Bankura is small, and Mahomedans in Bankura, as in other parts of Bengal, are averse to drink. The Hindu population also are habitually sober and orderly, and are not given to drinking. With the mass of the Hindu and Mahomedan population, therefore, the cheapening of liquor had little interest and produced little effect. So far as the millions of Hindu and Mahomedan cultivators and village labourers of Bengal are concerned, I have failed to observe any evil effects proceeding from the outstill system.

12. The case is somewhat different with the urban population. There is more drunkenness in towns than in villages all over the world, and this holds good in India in so far that while the Hindu and Mahomedan population in Indian villages wholly abstain from all intoxicating liquor, the use of such liquor is not unknown among some sections of town populations. Respectable and educated men sometimes acquire the habit of drinking, but such consumers often go in for European liquor and mostly for cheap brandies, and the cheapening of outstill liquor has little or no effect on their habits. Men of lower grades in society, some shopkeepers, menial servants, low-paid Government servants like peons and constables, dependants on well-to-do persons, idlers and good-for-nothing members of society, often become addicted to drink, and the cheapening of country liquor has undoubtedly somewhat increased drunkenness among these classes. It is persons of these classes who must often frequent the houses of public women, and such houses are often the centres of drunkenness. The outstill system has done some harm in increasing drunkenness among these classes, but the evil is very slight as compared with the increasing drunkenness among the semi-aboriginal labourers and agriculturists in districts like Bankura.

13. My remarks about the district of Backergunge will be very brief. The large semi-aboriginal population that one meets with in western districts is almost entirely absent in Backergunge, and drunkenness on any large scale is also entirely absent. There is no general demand for drink and no general supply. In a tract of country 80 miles long and 60 miles broad, inhabited by nearly two millons of the most prosperous and well-to-do cultivators and traders, there are only 75 outstills. The reason is obvious. The great mass of the Musalman and Hindu population will have nothing to do with drink, and it is a matter of no importance to them whether the distillery system or the outstill system is in force, whether the country liquor is dear or cheap.

14. Although the state of things in Backergunge differs widely from that in Bankura, nevertheless we find the same classes addicted to drink in both the districts. In towns and large trading places some respectable educated men go in for European liquor, while many shopkeepers, menial servants, low-paid Government servants, *umedwars*, hangers-on and idlers take to country liquor and resort to houses of ill-fame. In small villages drinking is almost entirely confined to the semi-aboriginal castes—the chamars, muchis, methars &c. Their number is small in this district, and the harm therefore which the outstill system has done here is very limited.

15. I wish to make a few general remarks about drinking among respectable and educated men. It is a mistake to say, as is often said, that English education has introduced drink in India. Drink was well known in ancient India, and we know enough of the facts of the last century to be able to assert that drinking was a fashionable vice among the courtiers and retainers of princely zemindars. Devout Shakta worshippers have also been partial to drink for many centuries in Bengal, and semi-aboriginal castes have always been addicted to drink. There can be no doubt, however, that with the introduction of English education in Bengal in the early part of this century a sort of impetus was given to drinking among the higher classes. Educated men who broke through the prejudices against forbidden food disregarded at the same time the salutary restraint against drink. Drinking was regarded as a sort of index to liberal ideas and reformed ways—as a commendable accomplishment in an educated gentleman. When there is a reaction against ancient prejudices and senseless social restraints, it is difficult to confine it within the exact and proper bounds, and the first distinguished men from the Hindu College, who took part in all the commendable political and educational reforms a generation or two ago, were generally men who were not admired for their sober habits in private life. The example of these distinguished men was of course followed by a large circle of educated men in Calcutta.

Backergunge.

16. I have noticed with pleasure a salutary change in the Calcutta society within the last 20 years or less. A closer knowledge of English society, derived from a more careful study as well as by the frequent visits of our young men to Europe, has convinced our educated countrymen that drinking is not a necessary accomplishment in English society, and that drunkenness is simply not tolerated. The public men of the present generation, who take a lead in most political and social agitations, and whom the great majority of educated men almost instinctively follow to some extent, are setting a commendable example of temperance, which is different from the example which was set 30 years ago. The thousands of school-boys who flock to public places to listen to the speeches of their leaders in political and social matters are intimately acquainted with their habits and thoughts in private life, and instinctively adopt many worthy and amiable traits in their conduct. I believe I am right in stating that drunkenness is decreasing among the higher and better educated classes in Calcutta, and the example set in Calcutta spreads rapidly among the similar classes in all mofussil towns.

17. I have made the foregoing remarks in order to show that drinking among the educated classes has nothing whatever to do with the outstill system, and that it depends entirely on other influences on which excise legislation has no control. A great deal of what is wrong or objectionable in the present day is also laid at the door of English education. Thoughtful men and sincere well-wishers of this country and its people often regret that the old patriarchal system in India should be so suddenly and rudely disturbed before another system has sprung up to take its place, and they doubt if it is wise to suddenly enfranchise young members of the society and to let them act and think in any way that they please. I confess I am somewhat of an optimist in these matters, but in justice to myself I may be permitted to state that I have formed my opinions entirely on my own personal observations. I speak from my own observations when I state that the old system is being slowly replaced by a new system, and that the new conditions of life and thought are healthier on the whole than the old, while they are undoubtedly more suited to the requirements of the present day. We miss some of the amiable characteristic features of old Hindu life-like simplicity, obedience and unobtrusiveness in modern Bengal society, and we are struck at first sight with much that is undesirable or positively objectionable. But a closer examination always reveals the fact that in real kindliness of heart, in real helpfulness to dependents and friends, and in the faithful discharge of the affectionate duties which he owes to his kith and kin, the educated Indian who has broken through the joint family system is not inferior to his forefathers. In many nobler and citizen-like qualities, in integrity in thought and action, in public spirit and devotion to duty, and in an honest endeavour to serve his country, he is pre-eminently superior to those who went before him. When every one is allowed to speak and to act, much that is foolish and much that is positively objectionable will be said and done; but the follies which are incident to a sudden change in the social system will be corrected by time, while the real improvement that is taking place in thoughts and ideas will last and will bear fruit. The development of citizen-like and commendable qualities, which is due mainly to English education, has already begun to bear fruit in society, and I may add is already receiving graceful recognition by Government. The Municipal Act which has just been passed, and the Local Self-Government measure which is likely to pass in the next cold season, are instances in point.

18. Drunkenness, or even drinking, is unknown among women, excepting two classes only. Public women form one class, and drinking is almost universal among them. Women of the aboriginal and semi-aboriginal castes are sometimes seen to frequent the *pachwai* shop, and perhaps oftener indulge in liquor at home. Nevertheless drinking among them is by no means so common as among men, and is, I believe, comparatively rare. It is probably confined to widows and elderly women, who are compatively free from restraints. As a rule, the wives and mothers are sober, hardworking, obedient persons, who work in their homes, while their sons and husbands assemble in the afternoon in the nearest *pachwai* or liquor-shop. On festive occasions, too, it is the men who indulge in deep potations and boisterous merriment, the women busy themselves with their numerous interesting little rites. Passes for maunds of *pachwai* are granted in Bankura when there is a marriage among Bauris, and this *pachwai* is for the feasts where men assemble.

19. This report has been longer than I expected, and I will therefore sum up my remarks on the effects of the outstill system under a few heads:—

I. The outstill system has no influence on the practice of drinking among the higher and educated classes, which is entirely determined by other influences, by example and "fashion."

II. The outstill system has had no influence over the habits of the vast body of Hindu and Mahomedan agriculturists and labourers in Bengal, who wholly abstain from drink.

III. The outstill system has, by cheapening liquor, promoted drunkenness among some portions of town populations, who generally indulge in drink in this country, viz. public women, some shopkeepers, and menial servants and low-paid Government servants, hangers-on, *umedwars* and idlers generally.

IV. The outstill system has, by substituting strong liquor for *pachwai*, promoted drunkenness among the aboriginal and semi-aboriginal castes, who by habit are given to drink. In districts where these castes are numerous the evil done is serious.

V. The outstill system has had no influence on the habits of women in this country, who wholly abstain from drink.

EVIDENCE OF WITNESSES IN THE CHITTAGONG DIVISION.

DISTRICT CHITTAGONG.

Statement of E. E. Lowis, Esq., Commissioner, Chittagong Division.

I WAS posted as Commissioner of this Division in February 1875; my connection with this part of India therefore covers a period of nine years. During that time I have travelled about constantly in the districts of Noakhally and Chittagong. I have less experience of Tipperah, as that district was for a time under the Commissioner of Dacca. When I first took charge the sudder distillery system was in force, to be succeeded by the outstill system. The introduction of this latter system under Mr. Cotton's supervision led to a very considerable rise in the excise revenue. This was in 1879-80, and since then, as I have, in order to look into settlement work which has been going on in Chittagong, travelled a great deal in the interior of that district, I have had unusual opportunity for observing whether the rise in the revenue has led to any increase in drunkennes, or is merely due to the suppression of illicit dealings. I am certainly led to accept the latter explanation. Chittagong district is interspersed with low hills covered with jungles, and is bounded on the east by the Hill Tracts, where there is no restriction on the production of liquor; it was always suspected therefore that a good deal of smuggling went on which the excise-officers were quite unable to cope with. Such illicit dealings the outstill system was well calculated to meet, as outstills are generally held by local persons who are in a position to check smuggling. The revenue rose when the outstill system was properly established, not because more liquor was drunk, but because more licit and less illicit liquor was consumed. Had it been otherwise, I am quite sure that evidences as to the increase of drinking would not have been wanting; but I can testify that with the exception of English sailors and an occasional garden coolie I have not, to the best of my recollection, seen a drunken man since I first came here. I may add that the outstill system has also been introduced in Noakholly, where, however, there were no facilities for, nor previously any suspicion of, illicit dealings. Here the change of system has made no difference in the revenue, and a recent enquiry by a special officer has shown that the small excise revenue is due not to smuggling, but to the fact of the people not being addicted to liquor. Our experience in Noakholly strengthens my impression that the increase in Chittagong under the head of excise revenue is not due to any increase in drinking. One or two planters have complained to me that the outstill shops are objectionable, as affording facilities to their imported coolies, who are Chota Nagpore people, to obtain drink; but the outstill system has not, I am certain, caused them to contract a taste for liquor which would otherwise be wanting. In my opinion the present system is as good a one as can be devised for supplying liquor without encouraging smuggling.

Statement of Baboo Umesh Chandra Sen, Special Excise Inspector, Chittagong Division.

Statement with regard to the district of Chittagong.

I AM not an inhabitant of the Chittagong Division, but I have been here for the last 18 months. I have no practical experience of sudder distillery, but I am thoroughly acquainted with the working of the outstill system.

In this district the consumption of country spirit has greatly increased among the lower classes of people, especially among the Domes, cobblers, fishermen, Mags, and native converts. I think the increase is to the extent of 15 per cent, the reason for such increase being that now the liquor-shops have been scattered all over the country and are easily accessible to the people.

I cannot say that drinking has increased among the school-boys and the agriculturists. Of course by this I do not mean to say that the school-boys do not drink at all, but the number is so small that it is not at all noticeable. The agriculturists in this district as a rule do not drink, but drinking has increased among the domestic servants, day-labourers, and among the women of Dome and fishermen castes. Among the day-labourers I include the coolies of the tea-gardens.

I know no class of people that did not drink when the sudder distillery system was in force drink now. I do not believe that drunkenness has increased, but it is evident that the number of drinkers has increased. The last five years have been prosperous, and there has been abundance. I do not think that the consumption of liquor has any way affected the prosperity of the country. At the time of sudder distillery spirit was sold from eight annas to one rupee a quart bottle, but at present it is sold from four annas to one rupee a quart bottle. I cannot say whether the spirits sold under the sudder distillery system were stronger than at present, as there is no record to show that, but the strength of the spirit now sold is often found 40° under London proof. I have no reason to think that liquor now distilled in outstills

Noakhally.

is in any way injurious to health. The spirit produced in this district is always prepared with rice. They do not mix any sort of poisonous drugs. The consumption of tari and pachwai has rather increased.

There was illicit distillation to a very large extent at the time of sudder distillery system, but now they have disappeared. The following statement will show the number of cases prosecuted from 1870-71 to 1882-83 :—

Years.	Number of cases tried.	Years.	Number of cases tried
1870-71	7	1877-78	16
1871-72	3	1878-79	9
1872-73	5	1879-80	38
1873-74	20	1880-81	34
1874-75	13	1881-82	5
1875-76	12	1882-83	10
1876-77	7		

I do not know whether zemindars or other rich people get their liquor manufactured at outstills from their own materials. I do not think there has been any increase in drinking among the upper classes owing to the introduction of outstill system. They consume both country liquor and imported wines.

Ordinarily liquor is not to be had after the prescribed hours, but sometimes the vendors do sell stealthily, and when they are caught in the act of doing so they are brought to justice. The outstill holders never exchange liquor for any goods, but sell on credit. The moral effect of drinking among the people of this district has not been such as to attract notice. I do not think that the material prosperity of any class has been injuriously affected by the habit of drinking.

Statement with regard to the district of Noakhally.

I have no reason to suppose that drinking has increased in this district during the last ten years, the ground of this opinion being that the people generally are Mahomedans and rigid abstainers. I have no reason to believe that drinking has increased among any of the following classes :—School-boys, domestic servants, day-labourers, agriculturists, and women. I should not say that there has been an increase of drunkenness, as that vice is unknown in the district, except perhaps in the case of lower class Christians and a few of the gentry.

The last two years have been very prosperous. During the preceding three years prices were very low, and the money receipts reduced in proportion. I do not think that the consumption of liquor has been affected by the prosperity of the district. I cannot definitely state the retail prices of country spirits under the sudder distillery system, but on enquiry from the old vendors, who had a number of shops when that system was in existence, I am informed liquor was sold from 8 annas to Re. 1-4 a bottle, and under the outstill system it is sold from six annas to one rupee a bottle.

The quality of outstill liquor is believed to be inferior to that of the sudder distillery liquor, which was stronger than the liquor now produced. The strength of the liquor now produced is always between 35° and 40°. I have no reason to think that liquor distilled in outstills is more injurious than that which used to be made in sudder distilleries. I have never heard of the use of dhatura or other poisonous substances in making liquor at the season of the *holi* festival, or at any other time in this district.

The consumption of fermented tari and pachwai in this district is *nil*. I know nothing about the illicit distillation of spirits in this district previous to the introduction of the outstill system. It is probable that it existed to a greater extent among the lower classes of Christians, as I believe the self-interest of distillers at present is stronger than it used to be, owing to the practice of giving them the monopoly of sale in a given area. I believe that illicit distillation in this district is very rare indeed, and when it exists it is made for consumption rather than for sale. During the last 13 years only seven cases were prosecuted for illicit distillation. Of these one occurred in 1877-78, two in 1878-79, and four in 1882-83.

I am not aware that the oustill system has led to an increase of drinking among the upper classes; the difficulties under the old system were not unsurmountable for people of these classes. It is possible that an over-growing number of the educated classes consume liquor, but this I attribute to social causes rather than to outstills. The higher classes consume a considerable quantity of imported liquor, chiefly, I believe, at the sudder station, where the only shop thereof exists. The quantity imported last year (1883) was nine dozens of beer and 79 dozens of spirits. Nearly the whole of this has been consumed by non-Europeans, it not being of a quality likely to commend itself to Europeans.

I do not think that liquor is ordinarily obtained from outstills during the hours they are closed under the law and rules. I would not say that it cannot be had. I have never heard of liquor being exhanged for goods, but liquor is sometimes sold on credit. The moral effects of drinking are not noticeable in this district, as drinking, even in moderation, is rare, and is chiefly confined to persons with no morals to speak of.

I do not think the material prosperity of any class has been injuriously affected by drinking, except perhaps in the case of low-class Christians, whose poverty may possibly be

due to this cause; but there are other social reasons, such as indolence and pride of race, which are also at work in their case. I cannot possibly say that the gentlemen who drink suffer any appreciable loss of material prosperity. They seldom drink daily, but indulge in carouse on Sundays, holidays, and festivals. Probably their means can bear the strain without any appreciable loss of material prosperity.

The lower class Christians of this district I believe consume country liquor, and the gentleman class both country and imported.

Statement with regard to the district of Tipperah.

There can be little doubt that the habit of drinking has greatly increased in this district, but this increase is not due to the introduction of the outstill system, for from the old records, it is evident that the increase in consumption of liquor began at a date long before the introduction of outstill system in this district. But the increase has become more marked under the outstill system, because several social and economic laws have helped to develop a taste for liquor where it did not exist before, and to allow of a more free indulgence in it among those classes whose inability to purchase liquor was formerly the only restraint on their natural inclinations and tastes. It is not that only drinking has increased, but during the last ten years there has been a great increase in the comsumption of other intoxicating drugs. The extent of increase is, I think, twice as much.

It is true that drinking has increased among the school-boys, domestic servants, day-labourers, and women. As a rule agriculturists do not drink at all in this district. Women of low origin have no scruple to drink, as there is no social restriction among them, but the extent of increase is so small among the classes mentioned that it is not worth while to deseribe them at length.

I know no class of people that did not drink under the sudder distillery system but drink now. I do not think there has been an increase of drunkenness, but it is quite sure that the number of drinkers have considerably increased. The last five years have been prosperous, and I think this is also one of the reasons why drinking has increased in this district. At the time of the sudder distillery system liquor was sold from eight annas to one rupee per quart bottle, but at present it is sold from four annas to twelve annas a quart bottle. There is no record to show the strength of liquor distilled at the time of the sudder distillery, but the strength of liquors now sold in the shops are of various strength. It is usually 40° under London proof.

The consumption of pachwai or tari has not diminished. I think there has been rather a little increase.

Before the introduction of the outstill system illicit distillation was extensively prevalent in the country, and with the introduction of the outstill system the detective establishment was strengthened, and a great number of illicit distillation has been brought to light. At present there is scarcely any case of illicit distillation. The following statement will show the number of cases:—

Years.	Number of cases tried.	Years.	Number of cases tried.
1870-71	...	1877-78	5
1871-72	...	1878-79	1
1872-73	...	1879-80	...
1873-74	..	1880-81	1
1874-75	...	1881-82	...
1875-76	2	1882-83 ...	...
1876-77	8		

In this district there has been an increase in the consumption of outstill liquor by the richer classes; most of them prefer outstill liquor to imported liquor. Ordinarily liquor is not obtained after the usual hours. But I do not mean to say that it cannot be had. There have been cases for violation of the rules. The holders of outstills never exchange liquor for any goods, but sell on credit. I do not think there has been any great change in the morals of the people for the worse. I do not think the material prosperity of any class of people has been injuriously affected by the habit of drinking.

As for this Division, I am of opinion that the outstill system should be retained, for the major portion of the drinkers consists of the people of low origin. They being the dregs of the society, have no morals. Good law or restriction will not be able to work any change in them unless they are corrected by their own society. This Division has almost on all sides hills and jungles, which are inhabited by hillmen, &c. Unless the outstill system be retained here, people who have formed the habit of drinking will run to hills for the supply of liquor, and will always risk their lives, and I think it will not be out of place to mention here that there is a considerable number of low-class Europeans in this Division who are of Portuguese descent. These people are of very desperate character. If the sudder distillery system is introduced these people will surely manufacture liquor in their own houses for their consumption. But under the present system such practices have become quite unknown. I would for the above reasons urge the necessity of keeping the outstill system in force for this Division.

Chittagong.

If the outstill system is retained for this Division, I beg to submit that the following changes be introduced in the management of outstills, which, I think, will be much check on the drinking habit of the people:—

(*a*) That no vendor should be allowed to sell more than one quart bottle at a time to one person.

(*b*) That no one should be allowed to purchase more than one quart bottle at a time.

(*c*) That the number of shops might be reduced.

(*d*) That no liquor might be sold after sunset.

(*e*) That the detective establishment might be strengthened and better men might be introduced.

In this Division daily tax, sudder distillery, and outstill systems have been tried, of which outstill system has worked well.

If sudder distillery is meant by farming system, then sudder distillery system was discontinued in Chittagong and Tipperah in 1878-79 and in Noakholly in 1880-81.

Statement of Mr. W. Sarson, late Deputy Collector and Deputy Magistrate, now retired on pension.

I CAME to Chittagong in May 1852 as an Abkaree Superintendent, and have been here ever since. Before that my experience lay in Furreedpore, Backergunge, and Mymensingh. In 1878 I retired from the service.

I have had experience of the daily tax system, the sudder distillery, and the present outstill system.

I have no reason to suppose that drinking has increased in this district.

Drinking has not increased among school-boys, domestic servants, agriculturists, day-labourers, and women, but the people drink about as usual as far as my observations go.

I do not believe people belonging to classes which did not drink while the sudder distillery system was in force have now acquired the habit of drinking.

The agriculturists as a rule have done well the last few years, and are well off. I have no doubt that those who are addicted to intoxicating drugs and spirits still indulge in them. The wages of coolies have also of late years much increased.

I believe outstill liquor is somewhat cheaper than the sudder distillery spirit.

The liquor from the sudder distillery was stronger, but I believe it was afterwards adulterated and the consumers got it no stronger.

I have never heard of any poisonous substance being used in the preparation of country spirits.

I do not believe that since the introduction of the outstill system the consumption of tari and pachwai has diminished.

There always has been, and I believe ever will be, illicit distillation, not only in this district, but in other districts too, because it is so much cheaper than licit spirits. There was a large increase in illicit distillation during the sudder distillery system. The outstill system has greatly checked it.

I have never heard of zemindars ever getting liquor manufactured from their own materials.

I do not believe that outstill system has led to any increase in drinking among the upper classes. The higher classes use imported spirits. It is impossible to give any figure.

I believe liquor can be obtained during the precluded hours clandestinely.

I have never heard of liquor being supplied in exchange for goods, such as grain, ornaments, &c., but no doubt they sell occasionally on credit.

In this district I do not think the people taken generally are now any bit better or worse than they have ever been.

I do not think that the material prosperity of any class has been injuriously affected by the habit of drinking.

From data I have received from the Excise Office I notice that in 1860-61, when the daily tax sytem was abolished, there were in this district 283 *shops*, which yielded a revenue of Rs. 8,522. In the last year of the sudder distillery system there were only ten shops supplied by the sudder distillery, which yielded with license fee, stillhead duty, and distillery fee Rs. 3,659, and there were 45 outstill shops in the mofussil, which gave a revenue of Rs. 2,533, thus making a total of 55 shops and Rs. 6,192 of revenue. Under the present outstill system there were last year 40 shops, which yielded a revenue of Rs. 16,724. Judging from these statistics, the present system is in my opinion the best, not only financially, but also as not encouraging drunkenness by the establishment of numerous shops. I do not see how anything better could be devised than the present system. Here we have the result of three different systems before us to judge by.

I have read of complaints made by tea-planters in the public papers of shops being very close to their gardens and their coolies getting drunk and not doing their work. I dare say this is true, and no doubt such shops where they do harm ought to be closed; but in this district, on the contrary, I have had applications from planters to establish shops in their plantations. I have in some cases been obliged to refuse them. In such matters we must, I think, be guided by circumstances.

DISTRICT TIPPERAH.

Statement of J. A. Hopkins, Esq., Collector.

I HAVE resided in the district 14 months. I have had experience of both the sudder distillery and outstill systems as Collector of Cuttack, Bankura, Purneah, and Tipperah.

It would appear from the subjoined table that there has been a gradual increase in the consumption of country spirit during the last ten years as compared with the previous ten years.

Years.	Consumption.	Years.	Consumption
1863-64	6,207	1873-74	8,152
1864-65	6,460	1874-75	10,147
1865-66	7,729	1875-76	10,730
1866-67	4,540	1876-77	7,339
1867-68	4,634	1877-78	6,867
1868-69	5,920	1878-79	6,974
1869-70	7,294	1879-80	8,776
1870-71	8,661	1880-81	10,406
1871-72	8,029	1881-82	9,960
1872-73	9,110	1882-83	10,803
Total ...	68,584	Total ...	90,154

I attribute this increase to the increased prosperity of the people, to an increased population, and to other natural, but not easily definable, causes that follow in the wake of so-called civilization. The increase has in my opinion taken place principally among the lower orders of the people. The increase in actual consumption, so far as it can be gathered from the office records, is 21,570 gallons.

Drinking has increased among school-boys certainly, domestic servants probably, and day-labourers possibly, but to what extent it is of course impossible to say or even to estimate. I have no reason to suppose that people belonging to classes which did not drink under the sudder distillery system have now acquired the habit of drinking. The new habit with school-boys has in my opinion nothing whatever to do with any system of excise. Neither from my personal enquiries nor the records of the criminal courts am I able to say that there has been an increase of drunkenness.

The last five years have been on the whole prosperous in this district, and I have already named this as one of the causes of the increased consumption. The selling price per quart bottle of country spirit manufactured under the sudder distillery system ranged from 8 annas to Re. 1, and under the present outstill system it varies from 4 annas to Rs. 2. Judging by the records of tests of strength, I find that the liquor consumed by the people under the sudder distillery system was stronger than it is now.

I have no reason to think that the liquor distilled in outstills is more injurious to health than that which used to be distilled in sudder distilleries. In this district fermented tari is specially used for baking purposes and not as an intoxicant. As regards *pachwai* I am disposed to think that its consumption has rather increased in this district. Formerly the use of *pachwai* was unknown in this district, but since the year 1878-79 licenses under this head have been granted to the class called "Tipperahs," but for their home consumption only.

There were many prosecutions for illicit distillation of country spirits before the introduction of the outstill system, but not since. and I believe for the following reasons:—

(*a*) By the granting of *pachwai* licenses to the Tipperahs who were notorious for illegal distillation of country spirit.

(*b*) By the introduction of the outstill system throughout the district, especially on the borders of Hill Tipperah.

(*c*) By the large and prompt rewards now given to informers and apprehenders.

(*d*) Previously there was no detective establishment employed for the purpose. The police are also more vigilant in detecting, and the knowledge of their powers must have had a decidedly deterrent effect.

I have not heard that the zemindars and other people of the richer classes ever get liquor manufactured from the materials supplied by them.

The outstill system has not led to any increase in drinking among the upper classes, for what can it matter to such classes whether the price of the liquor is a little cheaper now than before if these are disposed to have it. I believe these classes do use imported spirits to a considerable extent, and that the consumption is increasing.

Tipperah

I do not know for certain whether liquor can be obtained at the prohibited hours, but I can imagine nothing easier, particularly at places remote from the sudder station.

The holders of outstills do certainly sell liquor on credit, but I am not aware whether they supply it in exchange for goods, &c.

As regards the moral effects of *drinking*.—Actual crime apparently nil; in a more general sense I cannot say. There may possibly be some connection between drinking and the occasional unruly conduct of the school-boys of this station.

I am not aware of a single instance amongst natives in which material prosperity has been injuriously affected by the habit of drinking.

I have no suggestion to offer, and if I had, and they were adopted, I think the practical results would be unobservable. In my special report No. 1190, dated 17th January 1884, I have stated that, as far as this district is concerned, the outstill system has produced its natural beneficial results, viz. an increased revenue and a checked consumption; for I hold that there is a natural increase taking place, which cannot with any reason be connected with either system, and the figures I rely upon show that this natural increase has received a check since the introduction of the outstill system. For these reasons I am of opinion that the outstill system is a decided improvement as regards this district, and that it would be a retrograde step to change it for the old distillery system. The present rules are, it seems to me, as complete as they could well be; but in the matter of the license-holders' accounts and breaches of the conditions of the license, the rules should be more strictly enforced. To allow the sale of six quart bottles to one person at one time is in my opinion too large a quantity, and it should be reduced to say three or four quarts.

EVIDENCE OF WITNESSES IN THE ORISSA DIVISION.

DISTRICT ORISSA.

Statement of W. R. Larminie, Esq., Commissioner of Orissa.

I do not propose to answer the questions forwarded *seriatim*, as some of them are so closely connected with others that they cannot well be considered separately. I shall, however, follow the order in which they are given as closely as possible, and shall also confine my observations to the district of Burdwan, of which I had been Collector for some five years, and into which I introduced generally the outstill system. When I joined the district the sudder distillery system was, with the exception of a few outstills in Cutwa, the only one in force. These distilleries were abolished one after the other, and the outstill system is now general throughout the district. The number of outstills were very large at first, but they have since been diminished by more than half. Detailed figures can be obtained from the present Collector.

2. As far as I was able to judge during my very frequent tours in the district, and from passing the liquor-shops in the town of Burdwan itself, I came to the conclusion that more people drank than before, but I saw no increase of drunkenness, nor was there any increase in the number of offences which would result from drunkenness. This drinking at outstills was confined to the lowest classes, and I do not think the outstill system has had anything to do with the extension of the habit of drinking to others. I have been informed that some who used to drink *bad* brandy have now taken to country spirits as being cheaper. The change is in my opinion for the better. The last five years were on the whole prosperous in Burdwan, and there was a very great demand for labour, so much so that labourers had to be imported. This had, I think, a considerable effect in increasing the consumption of liquor. I cannot give the figures showing retail prices, but these vary very much, as does also the strength. Many retail dealers mix water with their liquor, as they did also when the sudder distilleries were in vogue.

3. I do not think that the liquor distilled in outstills is more injurious to health than the other liquor. I submitted a detailed report to the Board some years ago on the subject of deleterious substances being mixed with spirit, an extract from which is given below :—

"2. Careful enquiries have been made by the Sub-divisional Officers, the District Superintendent of Police, and by the excise darogahs; samples of spirit procured without previous notice, and of a substance called "bakar," said to be used in distillation, were forwarded to the Chemical Examiner. The result of these enquiries is that the use of "bakar" in distillation is general, but not universal. It increases the intoxicating power of the spirit, and is therefore popular with the drinking classes. A similar taste is not unknown in the British Isles. "Bakar" is composed of a large number of various ingredients, amongst which are frequently, but not always, *dhatura, kuchila, solamun-jacquini* (the prickly night-shade) *bishlag* (the wild aconite) *ashcora*, plumbago, *seglanica*, croton, and *alcasha* or cowitch. These when taken in certain quantities are either poisonous or productive of deleterious effects.

"3. In the samples of "bakar" sent the Chemical Examiner detected the presence of *nux-vomica*, also of the principles found in belladona, *dhatura*, and other allied plants.

"4. In several of the samples sent no such poisons were detected, and it seems evident that the quantity used were very minute.

"5. There are regular manufacturers of "bakar," who make more or less of a secret as to their method of manufacture.

"6. "Bakar" is also used in making *pachwai*, but not so extensively.

"7. I have not been able to find any instances in which the use of "bakar" has been productive of manifestly injurious effects."

4. In some places outstills have interfered with the consumption of pachwai, but in others the latter spirit holds its ground.

5. I am quite satisfied that, except in jungly places, illicit distillation has disappeared wherever the outstill system was brought into force.

6. I have said before that I do not think the outstill system has led to any increase in drinking among the upper classes. These in Burdwan are known to drink imported spirits, but I never heard of any scandal arising therefrom.

7. It is not easy to say whether liquor can be obtained at improper hours, but the practice is not, I think, common.

8. I do not think credit is given to consumers, and I never heard of spirit being paid for by other goods. Grain is, I believe, sometimes given to make *pachwai*.

Orissa.

9. The people addicted to drinking country spirits have not, as a rule, any very fine moral system which would be injuriously effected thereby. They are generally hardly worked labourers, and the only enjoyment they look forward to is an evening at the grog-shop. In the higher classes men who are given to liquor are, as a rule, otherwise of loose character, but the causes of inebriety in such are quite distinct from the existence of outstills. The only class which, as a class, seems to me to have suffered from the effects of drinking is that which is commonly known as the Bengali Babu, semi-Europeanized, and mistaking a familiarity with European vices for an intimate acquaintance with the civilization of the West.

10. The general question of regulating the consumption of liquor is no less difficult in India than it is in other countries. If men wish to drink they will get liquor somehow, and all we can do is not to put temptation unnecessarily in the way of those who have not yet acquired a taste for drinking. I do not think any object would be gained by reverting to the distillery system. In either case you must have shops where there is a real demand for the liquor, and it is not necessary to have outstills anywhere else. If there is competition, there ought not to be much difference in the prices of the liquors produced under the two systems. If not, the upset price ought to be high and should be adhered to. To revert now to the sudder distillery system would be a signal for general illicit distillation, and I do not think it practicable to stop such if the people concerned are in its favour. I do not think any local bodies in this country are to be trusted with control over spirit-shops. Some would possibly prohibit such shops altogether, and arrangements would in most cases be made with regard to the personal convenience of the constituent members of the local body.

11. In conclusion, I should recommend the continuance of the outstill system. I would only allow an outstill to exist where there was a real demand for the liquor. Elsewhere illicit distillation would not pay. If Magistrates would punish with extra severity offences committed in consequence of drinking to excess instead of, as is frequently the case, looking upon drunkenness as an excuse, some check might be put upon the more patent evils of indulgence in the vice; but I do not believe much in the value of any direct measures for the prevention of drunkenness. The spread of education, when properly directed, and the influence of public opinion, will in my opinion be much more efficacious than any thing the Government can do.

W. H. D'C.—Reg. No. 2149C—500—28-6-84.

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